STRUCTURE: SUITABLE STAFFING AND TRAINING OF FUNCTIONAL SPECIALISTS WITHIN THE UNITED STATES ARMY RESERVE CIVIL AFFAIRS FORCE

A Monograph

by

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Not all commissioned officers, noncommissioned officers (NCOs), or enlisted Soldiers assigned to United States Army Reserve (USAR) civil affairs (CA) units possess skills or qualifications equivalent to those commonly associated with functional specialty areas. USAR civil affairs functional specialty cells train to provide expertise in political, military, economic, social, infrastructure, and information (PMESII) systems, based on professional civilian skills, to designated countries within a geographical area. USAR CA functional specialists must be highly skilled, technically proficient, and experienced individuals focused on fundamental civil authority functions. The purpose of this monograph is to present a rational response to an enduring query regarding the staffing and training of functional specialists. The intent of this monograph is not to revise current doctrine or resolve any subjective discourse between the Active Army or USAR CA communities regarding force structure or missions. This monograph identifies and examines the strengths and weaknesses of functional specialty cells by nesting functional specialty areas with core CA tasks during historical military operations since World War II. The primary focus will be on the effectiveness of staffing, training, and employing functional specialty cells to support civil-military operations (CMO) conducted during full-spectrum operations (FSO) in Afghanistan, Iraq, and the Horn of Africa. The conclusion of this monograph offers plausible recommendations for improving the quality, quantity, and effectiveness of functional specialists in order to increase the effectiveness of USAR CA units in an operational force.

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Abstract

SUITABLE STAFFING AND TRAINING OF FUNCTIONAL SPECIALTY CELLS WITHIN THE UNITED STATES ARMY RESERVE CIVIL AFFAIRS FORCE by LTC William A. Wyman, Jr., U.S. Army, 84 pages.

Not all commissioned officers, noncommissioned officers (NCOs), or enlisted Soldiers assigned to United States Army Reserve (USAR) civil affairs (CA) units possess skills or qualifications equivalent to those commonly associated with functional specialty areas. USAR CA functional specialty cells train to provide expertise in political, military, economic, social, infrastructure, and information systems, based on professional civilian skills, to designated countries within a geographical area. USAR CA functional specialists must be highly skilled, technically proficient, and experienced individuals focused on fundamental civil authority functions. The purpose of this monograph is to present a rational response to an enduring query regarding the staffing and training of functional specialists. The intent of this monograph is not to revise current doctrine or resolve any subjective discourse between the Active Army or USAR CA communities regarding force structure or missions. This monograph identifies and examines the strengths and weaknesses of functional specialty cells by nesting functional specialty areas with core CA tasks during historical military operations since World War II. The primary focus will be on the effectiveness of staffing, training, and employing functional specialty cells to support civil-military operations (CMO) conducted during full-spectrum operations (FSO) in Afghanistan, Iraq, and the Horn of Africa. The conclusion of this monograph offers plausible recommendations for improving the quality, quantity, and effectiveness of functional specialists in order to increase the effectiveness of USAR CA units in an operational force.

Table of Contents

Introduction

The purpose of this monograph is to present a rational response to an enduring query regarding the organizational structure of United States Army Reserve (USAR) civil affairs (CA) forces. It proposes an answer to the question, "Are USAR civil affairs forces suitably staffed and sufficiently trained to support functional specialty cells?" Generally, as a whole, USAR CA forces meet mission requirements with assigned and trained personnel. However, typically USAR CA units assign unqualified, untrained, or inexperienced personnel to functional specialty cells in order to meet strength management or mission requirements. The intent of this monograph is to examine the historical application of CA functional specialists during modern military operations and to offer remedies for improving the effectiveness of functional specialty cells within USAR CA forces. A CA functional specialist is a highly skilled, technically proficient, and experienced individual focused on fundamental civil authority functions necessary to advise and assist commanders during military operations. This monograph does not aim to revamp the US Army Personnel Management System, to rewrite CA doctrine, or to resolve any subjective discourse between the Active Army or USAR CA communities regarding roles and missions within the operational force.

Not all commissioned officers, NCOs, or enlisted Soldiers assigned to USAR CA units possess skills or qualifications equivalent to those commonly associated with CA functional specialty areas. USAR CA functional specialty cells train to provide expertise in political, military, economic, social, infrastructure, and information systems (PMSEII), based on professional civilian skills and knowledge of designated countries within a geographical area. USAR CA functional specialists must be highly skilled, technically proficient, and experienced individuals focused on fundamental civil authority functions.

Commissioned officers, NCOs, or enlisted Soldiers assigned as functional specialists can influence the operational effectiveness of functional specialty cells by possessing or acquiring

specialized skills that complement the current CA specialty areas: rule of law, economic stability, governance, public health and welfare, infrastructure, and public education. Functional specialty cells can be an operational asset for commanders when viable subject matter experts demonstrate proficiency in support of CMO. Attaining operability as a functional specialist incorporates being qualified for a duty position, possessing knowledge relevant to a duty position, and demonstrating proficiency with skills to achieve tasks associated with a duty position.

CA forces are only one of the many resources a commander has to assist with the myriad of tasks in a complex operational environment. CA forces are an essential element of civil-military operations by virtue of their area and linguistic orientation, regional cultural awareness, training in military-to-host nation advisory activities, and civilian professional skills that parallel common governmental functions. Civil affairs operations (CAO) promote cooperation between the military and the local population to advance the military mission. CA activities that generate friction or inspire opposition debilitate tactical actions, operational objectives, and strategic aims. Failure to use CA assets in the analysis of political, economic, and social bases of instability may result in inadequate responses to the root causes of the instability and result in the initiation or continuation of conflict.[1] Ensuring functional specialty cells have suitable and adequately trained commissioned officers, NCOs, or enlisted Soldiers can enrich a combatant commander's force multipliers or operational commander's combat multipliers, or tactical commander's tactical enablers.

This monograph includes primary, secondary, and tertiary sources of evidence to support the stated hypothesis. Four major sections form the body of this monograph: a literature review of organization theory, the applicability of organization theory to USAR CA forces, an analysis and assessment historical employment of CA forces, viable recommendations for increasing the

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[1]Steven Aftergood, "Army Views 'Civil Affairs' Operations," *Secrecy News*, June 19, 2007, http://www.fas.org/blog/secrecy/2007/07/army_views_civil_affairs_opera.html (accessed May 10, 2011).

effectiveness of functional specialty cells, and a conclusion. Three appendices provide visual products related to the organizational structure of USAR CA forces. These sections and appendices provide an interactive dialogue between referenced sources, historical accounts, and practical applications to support the stated hypothesis.

The first section will investigate organization theory, identify the parts and wholes of organizational structures, assess the management of military organizations, and explain how organizations adapt to changes. All organizations operate under a hierarchy of authority or leadership; share a heterarchy relationship with other organizations for coordination; perform direct and supporting operations, missions, or functions; depend on internal and external sources for support; and react to change in various manners. The hierarchy system reflects relationships that are above, below, or at the same level as one another. The heterarchy system reflects relationships that are parallel to a hierarchy, subsumed to a hierarchy, or contain multiple hierarchies. Military organizations possess unique organizational structural characteristics but operate in similar fashion to non-military organizations. This section provides a broad overview of organization theory from the perspective of authors from diversified backgrounds.

The second section will apply organization theory to explain the relevance of the US Army Personnel Management System to the USAR CA force; describe the USAR CA force structure; and identify legal authorities and considerations for employing CA forces. All USAR commissioned officers, NCOs, and enlisted Soldiers assigned to CA units receive assignments to fill an organization's units, headquarters, staffs, or sections. CA forces operate under unique statutory guidelines in order to ensure commanders receive appropriate support within an operational environment (OE). This section synthesizes the influences of regulations, doctrine, and policy to the organizational structure of USAR CA units.

The third section provides an in-depth exploration of CA activities, CAO, and CMO within modern military history from World War II to current overseas contingency operations (OCO) in Afghanistan, Iraq, and the Horn of Africa. The nesting of full-spectrum operation

(FSO) missions, core CA tasks, CA functional specialty areas, and organizations structures of USAR CA forces provides a means of analyzing and assessing the effectiveness of functional specialty cells. This section identifies the strengths and weaknesses of functional specialty cells within a known OE.

The final section of this monograph offers recommendations for recruiting and retaining qualified functional specialists within USAR CA units, and acquiring and maintaining professional vocational standards that compliment CA functional specialty areas. This section includes a conclusion that addresses viability of enhancing the operational readiness of USAR CA functional specialty cells to provide commanders at all levels with increased capacities and capabilities to accomplish CMO in a complex OE.

Status of Civil Affairs Forces

Currently, the US Army is transiting both the USAR and Army National Guard (ARNG) from a strategic reserve into an operational force in accordance with the Army Force Generation (ARFORGEN) model.[2] The objective is to eliminate the legacy of deploying portions of the strategic reserve components forces while others idly wait to deploy in support of major conflicts. With the full integration of reserve component forces into an operational force, the US Army will develop formal systems and processes to ensure USAR and NG units receive appropriate staffing, training, and equipment for recurrent mobilizations and for employment as cohesive units under an all-volunteer force construct. The ARFORGEN model ensures the US Army always has a pool of trained, equipped, and deployment-ready troops available. New training and a predictable deployment cycle provides Army Reservists, their families, and employers with a level of certainty. It provides the US Army with a better understanding of the capabilities existing within

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[2]Department of the Army, *2011 U.S. Army Posture Statement*, "Addendum F: Army Force Generation (ARFORGEN)" (Washington, DC: Government Printing Office, 2011), 1-3, https://secureweb2.hqda.pentagon.mil/VDAS_ArmyPostureStatement/2011/addenda/Addendum_F-Army%20Force%20Generation%20%28ARFORGEN%29.asp (accessed May 5, 2011).

the USAR and ARNG for immediate deployment while identifying units that will be available upon completing a period of resetting and training from a previous deployment.

CA forces exist within the Active Army, USAR, and ARNG. Active Army and USAR CA capacity focuses on linking tactical, operational, and strategic commanders with equivalent civilian counterparts to address the needs of the civilian population during contingency operations. The ARNG's CA capacity focuses on linking NG officials, local citizens, and civilian aid organizations during emergencies, other military or humanitarian operations. The CA forces within the ARNG help identify and communicate the needs of civilians for situations requiring Air and Army National Guard force assistance or support.

There are doctrinal differences between civil-military operations,[3] CA operations,[4] and CA activities.[5] Tactical, operational, and strategic commander's conduct CMO to establish, maintain, influence, or exploit relationships between military forces, governmental and nongovernmental civilian organizations (NGOs) and authorities, and the indigenous populace with the intent of facilitating military operations and achieving objectives. CA forces plan and support CA activities to transition between military operations by, with, or through the indigenous population and institutions, intergovernmental or NGOs, or other governmental agencies. These operations seek to modify behaviors, to mitigate risks, or to defeat threats to civil society. The execution of CA activities assists commanders in establishing the capacity for deterring or defeating future civil threats in support of CMO or other US objectives. CA units engage in CA activities to enhance the relationship between military forces and civil authorities in

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[3]Department of the Army, Field Manual (FM) 1-02, *Operational Terms and Graphics* (Washington, DC: Government Printing Office, September 2004), 44.

[4]Department of the Army, Field Manual (FM) 3-05.40, *Civil Affairs Operations* (Washington, DC: Government Printing Office, September 2006), 1-2.

[5]Department of the Army, FM 1-02, 44.

areas where military forces are present; and involve application of CA functional specialty skills, in areas normally the responsibility of civil government in order to enhance conducting CMO.

CA forces focus on five core tasks to support a geographic combatant commander's (GCCs) mission during CMO. These core CA tasks focus on nesting populace resources and control, foreign humanitarian assistance, civil information management, nation assistance, and support to civil authorities' with a maneuver commanders missions.[6] Depending on the OE, the scope of these core tasks may occur simultaneously or sequentially with FSO. Each of these core tasks may support the overall CMO goals and objectives as outlined in the civil-military strategy but rarely do they do so independently. Instead, the core CA tasks interrelate amongst each other across the full spectrum of military operations.

The six functional specialty areas: rule of law, economic stability, governance, public health and welfare, infrastructure, and public education and information compliment the core tasks planned, supported, and executed by CA units during CAO.[7] Each functional specialty area requires a level of technical qualifications and experience in order to advise and assist the commander and assist or direct their civilian counterparts.

This monograph will provide awareness of the strengths, weaknesses, and available opportunities for enhancing the capabilities of functional specialist while maintaining capacity of functional specialty cells within USAR CA units under an operational force structure. This monograph offers plausible recommendations for improving the quality, quantity, and effectiveness of functional specialists and functional specialty cells residing within the USAR CA force.

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[6]Department of the Army, FM 3-05.40, 1-2.

[7]Ibid., 2-4.

Organization Theory Literature Review

Organizations generally assemble individuals into collective groups in order to maximize talents, skills, knowledge, and experience necessary to achieve common objectives through a division of labor. An organization provides a means of expanding individual strengths through concentrated efforts that achieve aggregate results that might be otherwise laborious from individual actions. Business organizations form to generate profits through efficient production, delivering of goods, or providing services to consumers. Military organizations form to accomplish strategic aims, operational objectives, and tactical actions under unity of command and unity of effort.

Within the literature on organizational structure, there is a communicating theme of how general systems theory applies to an organization. Each author explores the depths of system theory to analyze the influences on organization theory and connects general systems theory to an organizational structure. No single author proclaims exclusive rights to the theory of how an organization develops, functions, or adapts to changes within a system. Each author presents a component of organization theory or explores how an organization interacts with a system that requires modifications or changes in order to survive.

Mary Jo Hatch provides an informative background on the evolution of an organization, its cultural characteristics, its need to find identity, how to understand the symbolic nature of an organization, and the interplay between an organization, its systems, and its members. Hatch conveys that organization theory is an open-system theory, filled with controversy and contradictions.[8] She suggests theories develop from a set of abstractions or concepts that share similar relationships and in turn produce a phenomenon of interest to others.[9] Hatch focuses on

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[8]Mary Jo Hatch with Ann L. Cunliffe, *Organization Theory: Modern, Symbolic, and Postmodern Perspectives*, 2nd ed. (Oxford: Oxford University Press, 2006), xiii.

[9]Ibid., 5.

the terms abstract and concept in order to draw a reader's attention towards considering multiple perspectives when examining an organization. This allows a reader to view the culture, identity, functions, and members of an organization through gained knowledge and objectiveness in order to associate with an abstract idea or concept supported by a theory. Hatch theorizes that the level of analysis applied to an organization requires awareness that an organization functions as a whole not as parts. Any analysis should include examining the subsystems (units or departments) and super-systems (environment) structures of the organization. Further, a detailed analysis of the units or departments within an organization must occur to gain an understanding of the subsystem (groups within) and super-system (organization embedded within the environment).[10] The analysis of an organization structure is very applicable to examining a military organizations structure.

Kenneth D. Mackenzie discusses how the functions of an organization relate to how it structures itself to perform tasks and to identify the dynamics associated with organizational changes.[11] Similar to Hatch, he explores the evolution of organizations but through a design approach. Mackenzie introduces his "means-ends" linkages in the organization design process through what he labels the "ABCE Model"[12] in order to illustrate how an organization strategizes to achieve its goals. This model centers on four elements: (1) Goals and Strategic, (2) Organizational Technology, (3) Results, and (4) Environment. Goals and strategies determine the selected environment and path an organization will pursue to achieve success. Organizational technology is a derivative of goals and strategies and depicts the means by which goals and strategies transform into results. The yields of organizational technology furnish results, which

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[10]Ibid., 39.

[11]Kenneth D. Mackenzie, *Organizational Design: The Organizational Audit and Analysis Technology* (Norwood, NJ: Ablex Publishing Corporation, 1993), xiii.

[12]Ibid., 10.

become the feedback to the selection of goals and strategies. This cyclic continuum rotates clockwise around these elements in order to remain a viable system.

Both Hatch and Mackenzie provide analytical tools for dissecting an organization to determine its components, the interrelationship between components, and criticalities to the organization. While Hatch presents a "top-down" review of an organization to analyze its structure, Mackenzie presents an "input-output" assessment of an organizational structure. Hatch's model is relevant to analyzing the hierarchical structure of a military organization. To determine the appropriateness of structuring a USAR CA unit with functional specialists, each level of functionality within a USAR Civil Affairs Command (CACOM) must receive an appraisal for relevance to adjoining levels within the CA force structure and to the environment that it operates. This requires a heterarchical analysis to determine the interrelationships between actors and systems. The exposure of USAR CA forces to any OE requires equal evaluation in determining if a functional specialist can produce the results necessary to accomplish a higher authorities objectives or goals as established within an operational or strategic framework. Mackenzie's ABCE model incorporates the environment as a critical requirement to forming the goals and strategies. The application of technical skills or expertise may produce a positive or adverse effect on the environment that will require further criticism of the goals and strategies. Ideally, any examination of an organization should include awareness that technology, technical skills, and expertise resides elsewhere within an environment and may be the best source for obtaining desired goals or employing a strategy. Both analytic approaches offer opportunities to test an organization's operability through addition or subtraction of components within subsystems or super-systems residing within an established organization.

Eric-Hans Kramer presents an analytical framework for military organizations to consider when exposed to changing, uncertain, or complex environments.[13] He suggests that organization theory is a foundation for military organizational and systems structures. He submits that within organizational studies, dynamic complexity is one of the most fundamental problems confronting organizations. Dynamic complexity refers to a problematic and uncertain environment that necessitates an organization preemptively adapt to the environment rather than wait for clarity and an opportunity to react with sound convictions. According to Kramer, doubt enhances an organization's thought process to reassess its structure, mission, goals, and relevance. When an organization feels the need to deal with the environment, it must examine what is going on within the organizational structure to determine its strengths, weaknesses, opportunities, and threats.

Joseph Soeters aims to apply current civilian management systems and organization theory to military organizations in order to gain a better understanding of what is occurring in a particular system of the organization.[14] He uses multiple examples from global foreign military assistance programs, crisis intervention activities, and theater security cooperation operations as case studies for promoting his theory. He proposes a comparison between behavioral traits of civilian management systems to the functions of a military organization. He reflects on the establishment of a hierarchy to measure effectiveness and performance of business or military operations. One aspect of his case study provides an overview of structuring military organizations with capabilities to obtain simultaneous strategic and operational flexibility. This idea allows leaders to provide a tailor-made force, with a certain level of decentralization, to address situations in a complex environment, while exercising minimal occupation. The US Army

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[13]Eric-Hans Kramer, *Organizing Doubt: Grounded Theory, Army Units and Dealing with Dynamic Complexity* (Abingdon: Copenhagen Business School Press, 2007), 12-13.

[14]Joseph Soeters, Paul C. van Fenema, and Robert Beeres, eds., *Managing Military Organizations: Theory and Practice (Cass Military Studies)* (New York: Routledge, 2010), 2.

Modular Force Initiative follows this logic.[15] Strategic flexibility demands an organization to assemble and reassemble different configurations of the organizational parts into new expeditionary units.[16] The US Army's ability to generate "advise and assist brigades" from brigade combat teams demonstrates the application of this logic. Operational flexibility requires the effective deployment of a task force derived from within an organization that possesses capabilities to fluently adapt, and remain adaptable, to an environment.[17] Another concept presented by Soeters focuses on trust and control, the ability to work with other actors in an environment while respecting their organization, authority, goals, and shortfalls. This logic complements a "whole-of-the-government" approach.

Both Kramer and Soeters aim to convey that organizations need to change with their OE. A stagnant organization becomes irrelevant when it no longer serves a function or purpose for obtaining goals. If the structures of USAR CA forces remain intact under current doctrine, there is a risk of becoming obsolete or minimized due to the US Army's ability to adapt to multiple environments. As commanders engage in CMO, the tactical actions of CA units must meet the operational objectives to achieve strategic aims. There is a risk with injecting civilian technology, skills, and expertise into a military organization. If Soldiers within an organization possess specialized civilian skills, there is a potential to negate the technology, skills, and expertise residing within other parts of the military. Not every USAR Soldier possesses a specialized civilian skill that is applicable to the military environment. However, every USAR Soldier that does possess applicable specialized civilian skill should contribute to the military environment. The measure of effectiveness in applying specialized civilian skills to a dynamic complex

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[15]Stuart E. Johnson, John E. Peters, Karin E. Kitchens, and Aaron Martin, *A Review of the Army's Modular Force Structure* (Arlington, VA: RAND Corporation, 2011), 12.

[16]Ibid., 71.

[17]Ibid.

environment is identifying the appropriate skill needed, not based on rank or duty position, but based on expertise and experience.

Henry Mintzberg approaches organizations theory through an analysis of business management. He offers that every organization is different. The planning and management of each organization depends upon its structural formation and OE. He presents five basic forms of organization: The Machine Organization (MO), The Entrepreneurial Organization (EO), The Professional Organization (PO), The Adhocracy Organization (AO), and The Diversified Organization (DO).[18] There are many correlations between the military and these organizations. The MO relies upon a bureaucracy with a formalized, specialized, and centralized body that functions under a standardized, coordinated process, e.g., the US Army. The EO relies upon no elaborate system but requires a flexible structured, closely controlled body that functions under a coordinated, directly supervised actor, e.g., US Army Reserve Command. The PO carries out functions relative to a stable environment that requires standardization of skills and provides specific services through autonomous and influential specialists with an administrator exercising control, e.g., the US Civil Affairs and Psychological Operations Command. The AO carries out expert functions in a highly dynamic environment, where the experts must cooperatively work in a team, coordinate activities through mutual adjustments and flexibility, e.g., the CACOMs, brigades, battalions, companies, and teams. Lastly, the DO splits into semiautonomous divisions to serve diversified markets with a "headquarters" relying on financial control systems to standardize the outputs of subordinate division, e.g., a functional specialty cell. A USAR CA unit might closely align with the adhocracy and diversified organizations based on the specialized skills sets within functional specialty cells and the need for close coordination of activities with internal and external actors. Upon determining the foundation of an organization, it is important

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[18]Henry Mintzberg, *The Rise and Fall of Strategic Planning: Reconceiving Roles For Planning, Plans, Planners* (New York: The Free Press, 1994), 397-98.

to consider, assess, and analyze the strengths, weaknesses, opportunities, and threats of the organization from an internal perspective.[19] This allows commanders to gain an appreciation for the effectiveness of their organization against other organizations engaged in similar activities or operations. It allows subordinate commanders to identify areas of improvement within their respective unit or areas of influence, interest, or interference from external organizations or units that influence their effectiveness. This examination may lead commanders to conclude change must occur within the organization through either dissolution of a system, process, or component or the organization, subsystems, and super-systems must adapt to environmental changes utilizing internal and external resources.

Shimon Naveh explores the application of universal systems theory to the field of military operations through the work of Ludwig von Bertalanffy, a Hungarian scientist.[20] He opines that a military organization is an open system, that it exchanges matter with its environment by building up or breaking down components of its organization. A military organization depends on interaction between components, subsystems, and super-systems to determine the direction or path of actions. Each component, subsystem, and super-system must cooperatively function in order to achieve strategic goals and operational objectives. The interaction between subsystems and super-systems means a heterarchical structure exists within the organization. This allows services, commands, and staffs to coordinate efforts during joint, multinational, or interagency operations.

Mintzberg's and Naveh's writings share a connection with the introduction of inserting new or emergent ideas, actors, technology, or information into an organization that create tension within multiple systems. Mintzberg provides a theoretical explanation through his definition of

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[19]Ibid., 275-281.

[20]Shimon Naveh, *In Pursuit of Military Excellence: the Evolution of Operational Theory* (Portland, OR: Routledge, 1997), 4.

strategy.[21] He summarizes that as an organization plans a strategy, it relies upon goals previously obtained on a consistent basis, and sets in motion actions that are consistent with achieving previous goals. However, when an organization encounters unplanned actions or outside influences, it must make accommodations to accept and adjust its strategy in order to meet intended goals. Naveh provides a similar theoretical explanation through his outline of cognitive tension.[22] He summarizes that an operational commander's intentions and a tactical commander's adherence to assigned missions creates cognitive tension. The operational commander envisions and understands how the tactical mission relates to the overall operational objective while the tactical commander envisions and understands the details of how to execute the tactical actions in support of operational objectives. The tension arises when the operational commander injects control or becomes involved in the tactical commander's decision-making process or undertakes control of the tactical actions. This tension creates a situation that relies upon changes, adaptation, or withdrawal of components from the system in order to ensure continuity, cooperation, and survivability of the system.

John J. Cotter considers the fallout associated with adaptation, modifications, or revocation of actors, components, divisions, elements, subsystems, or super-systems, or super-systems from a functioning organization.[23] He advocates that all organizations encounter environmental challenges and that successful organizations embrace reorganization to meet the demands of the future. This means focusing on organizational structure, organizational support networks, and staffing requirements. He explains that an organization that evaluates its current work system and structures in a comprehensive manner, which identifies and prioritizes key

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[21]Mintzberg, 24-27.

[22]Naveh, 301-311.

[23]John J. Cotter, *The 20% Solution: Using Rapid Redesign to Create Tomorrow's Organizations Today* (New York: Wiley, 1995), 57-59.

strengths, weaknesses, and missing elements in the context of tomorrow's opportunities, will determine the relevance of its staffing and provide some predictability of the organization surviving.

There is relevance to Cotter's thoughts in assessing the current staffing, equipping, and training of USAR CA forces with functional specialist rather than generalist. A CA generalist supports the commander's immediate needs by planning, coordinating, and conducting CA activities that support the objectives of CAO as outlined in the supporting CMO strategy. The reliability on a USAR Soldier possessing the specialized skills associated with public administration, cultural relations, civilian supply, legal, public safety, economic development, food and agriculture, environmental management, public health, public transportation, public works and utilities, public communications, public education, and civil information might be an outdated tradition. Going forward, assessments might indicate that Active Army commissioned officers, warrant officers, NCOs, and enlisted Soldiers possess the capability and capacity to provide the specialized civilian skills necessary to oversee and/or operate within these functional specialty areas. If USAR CA forces do not possess marketable professionals and qualified specialized individuals that can influence a dynamic complex environment, then the USAR CA functional specialist role may transform into a generalist role.

Two capstone doctrinal field manuals (FMs) exist to address the application of organization theory in the Department of the Army, FM 1, *The Army,* and FM 1-01 with Change No. 1, *Generating Force Support for Operations*. These manuals present a methodology of how to organize and generate forces, what the US Army's role is within Department of the Defense (DoD), and what missions the US Army prepares, plans, and executes in protecting National interests. Both manuals identify and explain the individual agencies, branches, commands, and departments that form the structural integrity of the US Army. They explain the US Army's interrelationships with joint, multinational, and interagency organizations. These manuals address

how the US Army contributes to the various missions assigned in support of campaigns, major operations, battles, and engagements.

FM 1 forms the foundation for all US Army doctrine. It delineates the purpose, roles, responsibilities, functions, and operations of the US Army established by the Constitution; the Congress through Title 10, United States Codes; and DoD through Department of Defense Directives 5100.1. It explains the US Army's current state for establishing fundamental principles for employing landpower through the US Army's operational concept to support National Security, National Defense, and the National Military Strategies. It discusses the US Army and Soldier's contribution to the joint force. It provides guidance for transforming the US Army's desired state.[24]

FM 1-01, *Generating Force Support for Operations*, defines the US Army's generating force; establishes doctrine for employing capabilities in support of joint and multinational operations and deployed forces; and describes how operating forces access and employ generating force capabilities in support of ongoing operations.[25] Generating forces entails designating, producing, and sustaining forces from within US Army organizations to build the operational Army. These forces possess operational advantages and capabilities for employment by or in direct support of commanders. The operational Army's appreciation for understanding of generating force capabilities and effective employment of their capabilities contributes to the successes during ongoing operations. The US Army possesses the ability to produce capabilities through two functional but separately integrated organizations, the operational Army and the generating forces, to address forces structures within a complex, interconnected, and dynamic OE. Headquarters and modular units deliver the majority of operational capability to the

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[24]Department of the Army, Field Manual (FM) 1, *The Army* (Washington, DC: Government Printing Office, June 14, 2005).

[25]Department of the Army, Field Manual (FM) 1-01 with Change 1, *Generating Force Support for Operations* (Washington, DC: Government Printing Office, May 12, 2008), i.

operational Army, produced and sustained by generating forces. Generating forces originate from within the institutional Army in order to provide functions specified or implied by law. They can provide joint force commanders, a subsystem of a combatant command, with operational capabilities for employment while being able to generate and sustain the operational Army, a subsystem of DA. Super-systems like a security force or a government agency rely upon the operational Army to generate forces with capabilities to develop, maintain, manage, and stabilize infrastructures.

FM 3-05.40, *Civil Affairs Operations*, is the capstone doctrinal manual for Active Army and USAR CA forces.[26] It identifies the missions, functions, and applications of CA units and Soldiers in every theater, in peace and war, and throughout FSO based on support requirements, capabilities, and limitations of these subsystems. Commanders have multiple resources at their disposal for employment during operations; CA forces are a super-system available to assist the commander with the numerous tasks in a complex and evolving environment. The role of CA forces in support of CMO includes providing area and linguistic orientation, cultural awareness, military-to-host nation (HN) advisory activities, and employing civilian professional skills that parallel common government functions.

FM 3-05.40 describes an organizational structure and identifies capabilities of CA units as subsystems and super-systems of larger military organization. It provides guidance on conducting CA activities and CAO in support of CMO. The core tasks for a CA unit include Populace and Resources Control (PRC), Foreign Humanitarian Assistance (FHA), Civil Information Management (CIM), Support to Civil Administration (SCA), and Nation Assistance (NA). It outlines methodology, planning considerations, and effects of employing CA units during FSO. The focus of CA is the civil component of the OE. CA forces enhance a commander's ability to plan and conduct CMO. CA forces support missions across FSO. The US

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[26]Department of the Army, FM 3-05.40, i.

Army orients CA units toward specific region of the world and assigns areas of responsibility to GCCs. However, CA units retain the capability of supporting worldwide deployments and operations. They provide support to conventional forces, special operations forces units, and interagency organizations through adaptive behavior.

This monograph provides a response to the inquiry regarding the feasibility, acceptability, and suitability of staffing and training commissioned officers, NCOs, and enlisted Soldiers attached or assigned to USAR CA units as functional specialists. This comprehensive and purposeful analysis of the organizational structure of USAR CA units from battalion to CACOM level will provide insight into the relevance of functional specialist cells. The exploration of civilian skills sets residing within this subsystem of USAR CA units will provide awareness of potential capacity available to draw upon during CMO. The exploitation of expertise residing within the subsystems of USAR CA units allots options to a commander that can include maximizing capabilities during FSO.

Application of Organizational Theory to USAR Civil Affairs Forces

The organization of the US Army, its subsystems, and super-systems originates under the US Constitution, federal laws promulgated through Congress, and directives published by DoD. These authoritative sources regulate the structure, purpose, and mission of the US Army. The authorities, rules, and responsibilities distributed by these actors depend upon hierarchal and heterarchical systems to ensure the US Army functions as a viable, efficient, and accountable organization within DoD. The US Army is an organization consisting of several subsystems and super-systems. Armies, corps, and divisions form the subsystems of the US Army but are organizations too. Each brigade, battalion, company, and platoon forms a super-system within the US Army while supporting its next higher organization. These subsystems and super-systems associate with a hierarchical and heterarchical structure under the larger organization.

All CA forces operate under an organizational structure that includes hierarchy and heterarchy relationships with the capacity and capability to engage the civil component within an OE. United States Army John F. Kennedy Special Warfare Center and School (USAJFKSWCS) and United States Army Civil Affairs and Psychological Operations Command-Airborne (USACAPOC (A)) organize, train, equip, prepare, and validate Active Army and USAR CA forces for worldwide support to GCCs and operational commanders; to US Ambassadors, US Country Teams, and Provincial Reconstruction Teams (PRTs); and to other government agencies (OGAs) and NGOs.[27] Active Army and USAR CA forces organize, man, train, equip, and arm specifically to conduct CAO. All US Army CA units influence a commanders planning, preparation, execution, and assessment of CMO.

Four Army Regulations (ARs) establish separate personnel management systems within the US Army under a broader DoD personnel management system. Each regulation, separately, governs the qualifications and career management of commissioned officers, warrant officers, NCOs, and enlisted Soldiers. Additionally, there is a separate regulation governing commissioned officers serving within the US Army medical branches. These ARs apply to personnel serving within the Active Army, USAR, and ARNG/Army National Guard of the United States (ARNGUS).

Army Regulation 5-22 (AR 5-22), *The Army Force Modernization Proponent System*, establishes policies, responsibilities, relationships, and procedures necessary to execute the Army Force Modernization Proponent System.[28] USAJFKSWCS is the force modernization proponent with primary duties and responsible for implementing the doctrine, organization, training, materiel, leadership, education, personnel, and facilities (DOTMLPF) process and related

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[27]Ibid., iii.

[28]Department of the Army, Army Regulation (AR) 5-22, *The Army Force Modernization Proponent System* (Washington, DC: Government Printing Office, February 6, 2009), i.

requirements for the CA branch. As directed, USACAPOC (A) organizes, trains, equips, and resources USAR CA forces for global support to GCCs and other agencies. Force management and integration of CA forces improves the US Army's force effectiveness and operational capabilities. This regulation does not supersede, modify, or infringe on any duty or responsibility established by laws; Executive Orders; DoD directives, instructions, or policies; or Headquarters, Department of the Army (HQDA) General Orders, other ARs, or policies.

In accordance with AR 5-22, Army Regulation 600-3 (AR 600-3), *The Army Personnel Development System*, prescribes the policies, programs, procedures, and responsibilities for personnel developers assigned to oversee the career field management for commissioned officer branches and functional areas and enlisted personnel career management fields under their respective personnel management systems.[29] This regulation draws on the statutory authorities stated in Title 10 U.S.C. *Armed Forces*[30] and Title 32 U.S.C. *National Guard*.[31] The personnel developers receive guidance and objectives from the HQDA Personnel Development General Officer Steering Committee, Officer Personnel Management System, the Enlisted Personnel Management System, Council of Colonels, and individual personnel developer committees and boards. The personnel developer's interaction with the personnel development system facilitates their ability to achieve the US Army's goals. This regulation directs a single agent to accept the responsibilities and perform the functions necessary to manage the CA branch within the

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[29]Department of the Army, Army Regulation (AR) 600-3, *The Army Personnel Development System* (Washington, DC: Government Printing Office, February 26, 2009), i.

[30]Title 10, U.S.C. provides the legal basis for the roles, missions and organization of each of the services as well as the United States Department of Defense. Each of the five subtitles deals with a separate aspect or component of the armed services. United States Code, "Legislative Title 10-Armed Forces," http://frwebgate.access.gpo.gov/cgi-bin/usc.cgi?ACTION=BROWSE&title=10usc (accessed May 5, 2011).

[31]Title 32, U.S.C. provides the legal basis for the roles, missions and organization of the United States National Guard in the United States Department of Defense. United States Code, "Legislative Title 10-Armed Forces: United States Codes," http://frwebgate.access. gpo.gov/cgi-bin/usc.cgi?ACTION=BROWSE&title=32usc&PDFS=YES (accessed May 5, 2011).

personnel development system life cycle management. All qualified CA commissioned officers and enlisted Soldiers receive career management support from the dedicated personnel developers under this system.

Army Regulation 600-8, *Military Personnel Management*, stipulates the policy, managerial framework, organization of field units, and the staffing requirements process of the Military Personnel (MILPER) System.[32] This regulation synchronizes the peacetime requirements of the garrison and tactical MILPER System. This two dimensional system operates vertically and horizontally. Under a vertical dimension, CA battalions link through a hierarchical structure up to HQDA for administrative support. Along a horizontal dimension, USAR CA forces link through a heterarchical structure with doctrine, automation, training, and staffing for operational support. The US Army's personnel management system has subsystems dedicated to the professional development and career management for commissioned officers and NCOs. Another subsystem focuses on commissioned officers possessing specialized medical skills. This monograph explores the personnel management system for commissioned officers, NCOs, and US Army Medical Department Corps (USAMEDD) officers. These subsystems operate independently but provide an aggregate of the US Army's total personnel management system.

In support of AR 600-3, Department of the Army Pamphlet 600-3 (DA Pam 600-3), *Commissioned Officer Professional Development and Career Management*, outlines officer development and career management programs for the CA branch, other branches, or functional areas.[33] It describes the full-spectrum of developmental opportunities a CA officer can expect for a successful career but does not set the path of assignments or educational requirements to

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[32]Department of the Army, Army Regulation (AR) 600-8, *Military Personnel Management* (Washington, DC: Government Printing Office, October 1, 1989), i.

[33]Department of the Army, Department of the Army Pamphlet (DA Pam) 600-3, *Commissioned Officer Professional Development and Career Management* (Washington, DC: Government Printing Office, February 1, 2010), i.

guarantee success. This pamphlet is a mentoring tool describes the skills, qualifications, and

requirements that commissioned officers must meet in order to become branch qualified as a CA

officer. The pamphlet does not describe the skills, qualifications, or requirements necessary to

perform the duties and responsibilities associated with a CA functional specialist or generalist. It

is possible for a CA officer to possess highly technical skills, licensed or certified qualifications,

and well-documented experience but not perform as a functional specialist or have the

opportunity to exhibit these traits due to an assignment as a generalist within a CA unit.

Some officers assigned to CA units are members of the USAMEDD. In unison with DA

Pam 600-3, Department of the Army Pamphlet 600-4 (DA Pam 600-4), *Army Medical*

Department Officer Development and Career Management, outlines the basic frame of reference

for professional development and career management programs of commissioned officers and

warrant officers assigned to the USAMEDD Corps.[34] Like DA Pam 600-3, this pamphlet does not

prescribe a path of assignments and educational opportunities that will guarantee success. Instead,

it describes guidance to commanders, career managers, mentors, and individual officers on the

wide range of duties, responsibilities, roles, and leader developmental opportunities and programs

for all USAMEDD commissioned and warrant officers throughout their careers, while supporting

the DoD and the US Army. This pamphlet provides USAJFKSWCS and USACAPOC (A) with a

general guide for planning assignments, scheduling education, and conducting training to

optimize the capabilities of each USAMEDD officer attached or assigned to CA units.

Department of the Army Pamphlet 600-25 (DA Pam 600-25), *U.S. Army*

Noncommissioned Officer Professional Development Guide, proportionally reflects the

commissioned officers personnel management system described within DA Pam 600-3. This

pamphlet provides guidance on the professional development of NCO programs required for each

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[34]Department of the Army, Department of the Army Pamphlet (DA Pam) 600-4, *Army Medical Department Officer Development and Career Management* (Washington, DC: Government Printing Office, January 27, 2007), i.

of the US Army's military occupational specialties as prescribed within the NCO vision.[35] Like DA Pam 600-3, this pamphlet does not describe or dictate requirements to NCOs regarding specialized skills, qualifications, or experience to perform as a functional specialist or generalist within a CA unit. Many NCOs and enlisted Soldiers within USAR CA units possess technical or professional licenses, certificates, or education in highly skilled trades, vocations, or career fields that have applicability to supporting civil military activities.

Department of the Army Pamphlet 611-21 (DA PAM 611-21), *Military Occupational Classification and Structure*, provides guidance on the method of developing, changing, and controlling commissioned officer, warrant officer, and enlisted military occupational classification structures.[36] It conveys guidance to individuals, commanders, personnel managers, proponents, and combat and material developers. Additionally, it contains information on the classification of individuals by identifiers and classification of positions (duty position title, identifier(s) and grade in requirements, and authorization documents).

The CA Branch fits within the US Army's hierarchy and heterarchy systems. It possesses a unique and individual hierarchical system, as Active Army CA units report through a separate command structure than USAR CA forces. However, Active Army and USAR CA forces share a heterarchy system of doctrine, funding, strength management, and missions. As an organization, DA relies upon interests, influences, and interferences from internal and external systems to survive. Through multiple hierarchy and heterarchy systems within the organization, DA must possess flexible options for adapting to a complex structured organization.

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[35]Department of the Army, Department of the Army Pamphlet (DA Pam) 600-25, *U.S. Army Noncommissioned Officer Professional Development Guide* (Washington, DC: Government Printing Office, July 28, 2008), i.

[36]Department of the Army, Department of the Army Pamphlet (DA Pam) 611-21, *Military Occupational Classification and Structure* (Washington, DC: Government Printing Office, January 22, 2007), i.

The CA Branch aligns within one of three personnel management categories: Maneuver, Fire, and Effects, Operational Support, or Force Sustainment. CA is a basic branch within the Maneuver, Fire, and Effects Division that identifies Soldiers and units trained in the principal functions associated with performing CA activities and CAO. It is a combat arm branch because assigned units are directly involved in the conduct of actual fighting as opposed to combat support arms units that provide operational assistance to the combat arms. This categorization has the potential to present an emotionally charged argument on whether or not CA units are truly combat arms units. From a subjective view, the primary mission of a CA unit during combat is to assist the combat arms commander in preventing the civilian population from interfering with military operations and preventing military operations from significantly interfering with the civilian population quality of life. From an objective view, CA activities and CAO align closer to the combat support arms. Interestingly, many of the commissioned officers, NCOs, and enlisted Soldiers serving in CA units must perform tasks or must possess skills as part of a team that requires significant education, training, and experience that meet the criteria for functional area specialist.

All Active Army CA units organize to provide commanders with generalist support. Typically, Active Army CA units focus training efforts on assigned geographic areas coinciding with theater security cooperation programs or Special Forces operations in order to provide general-purpose CA support. Currently, Active Army CA units do not possess designated positions assigned to provide high-level professional civilian skills required for operation requiring CA specialty areas. Some commissioned officers, NCOs, and enlisted Soldiers assigned to Active Army units, other than CA units, possess specialized skills and experience that strategic and operational commanders could exploit during CMO.

All USAR CA units possess designate positions within CA specialty areas that provide assistance to strategic and operational level commanders with advice and assistance as an agent to their corresponding civilian partners. Traditionally, USAR CA units focus training on providing

expertise in cultural, political, economic, and infrastructure systems, based on resident professional civilian skills, to designated countries within a geographic area. Not all commissioned officers, NCOs, or enlisted Soldiers assigned to USAR CA units possess equivalent civilian vocational skills and accreditations that correspond to public administration, cultural relations, civilian supply, legal, public safety, economic development, food and agriculture, environmental management, public health, public transportation, public works and utilities, public communications, public education, and civil information.

Many USAR CACOM, brigade, and battalion level units lack adequately trained functional specialist to effectively employ and operate a functional specialty cell. There is no empirical evidence to suggest USAR CA units should reorganize to operate as generalist. Holistically, there are indications that some positions within the functional specialty areas require high levels of education and specialized training in order to maintain qualified commissioned officers, NCOs, and enlisted Soldiers. Many roles within the functional specialty areas are compatible with civilian sector skills and require certifications, licenses, and experience necessary to possess professional qualifications. Many commissioned officers, NCOs, and enlisted Soldiers lack the education, training, and skills necessary to perform as functional specialist due to lack of qualifications, training, and/or experience. Many USAR CA units experience challenges with recruiting highly skilled or qualified professionals to fill functional specialist billets. The transition of USAR forces from a strategic reserve to an operational force will require USAR CA units to train, mobilize/deploy, and reset/retrain at a frequency that might impede retention of skilled or qualified professionals.

The organization and training of land forces, innovation and adaptability of leaders, and design and practices of institutional support structures keep the US Army relevant to the challenges presented in a complex worldwide environment. This means the US Army's subsystems and super-systems, like the USAR and USACAPOC (A), need to recruit, train, and employ units with a capacity for contributing capable, flexible, and adaptable Soldiers. One

contributing actor from within USACAPOC (A) is a highly knowledgeable, trained, and experienced functional specialist cell. As a super-system of a USAR CA unit, qualified functional specialist have the potential to enhance the effectiveness and efficiency of the US Army, joint and multinational forces, and organizations or agencies supporting the "whole-of-the-government" approach.

USACAPOC (A) is a subsystem of the USAR and super-system of the US Army. It shares a heterarchical relationship with the institutional Army and operational Army for mobilizing, training, deploying, and sustaining Soldiers at home and abroad. The institutional Army provides USACAPOC (A) with support through functions established within Title 10, U.S.C. to ensure Soldiers have the opportunity to attend schools, training centers, and combat training centers that develop and maintain individual and collective skills. USACAPOC (A) supports the operational Army by providing essential landpower capabilities to commanders. The US Army's "modular force" structure creates an agile organization trained to fight as part of a joint force. USACAPOC (A) fills the void of CA capacity within the US Army's modular forces with USAR CA units and Soldiers to sustain CMO.

Each USAR CACOM is a subsystem of USACAPOC (A) with each of its assigned brigades and battalions serving as super-systems under the hierarchical system of the US Army. Each USAR CACOM, brigade, and battalion functions within a heterarchical system to share unit experiences, tactics, techniques, practices, training, equipment, and personnel in support of providing highly trained and motivated professional Soldiers. When USAR CACOMs, brigades, and battalions deploy they integrate into an Active Army units organic hierarchy and heterarchy systems.

As values-based organization, the US Army upholds principles grounded in the Constitution and inspires guiding values and standards for its members. The US Army is adaptable and flexible organization capable of accomplishing missions throughout the range of military operations and at locations distributed throughout the world. The US Army is a learning

organization that links theory, history, experimentation, and practice together in order to foster initiative and creative thinking through doctrine that encapsulates a larger body of knowledge and experience and furnishes the intellectual tools with which to diagnose unexpected requirements. The demonstration of civilian core competencies by CA functional specialist enables the operational Army to assess, monitor, protect, reinforce, establish, and transition political, economic, social, and cultural institutions and capabilities to achieve national goals and objectives at the strategic, operational, and tactical levels of operation. Application of civilian core competencies found within the USAR CA functional areas makes the CA Branch unique. The six functional areas: public health and welfare, rule of law, governance, infrastructure, economic stability, and public education and information facilitate CMO.

Changing well-developed cultures, subsystems, or super-systems within a large organization can produce challenges and create resistance from embedded and established hierarchical and heterarchical systems. A functional complex organizational system with embedded processes must produce evolutionary changes to overcome resistance to changes. The US Army, USAR, and USACAPOC (A) are not immune to challenges with adapting to change or experiencing resistance to changes within its respective systems, doctrines, or forces. The US Army faces external challenges from subsystems of the US government (USG), industry, and adversaries of the United States of America. It faces internal challenges from subsystems of DoD and super-systems from within its own organization. The US Army ensures its systems, doctrines, and processes are flexible and adaptable to facilitate change due to external or internal interests, influences, or interferences. The incorporation of flexible and adaptive systems, doctrines, and processes reduce unnecessary bureaucracy, inspire creativity, and rapidly incorporate technological, cognitive, and organizational innovations.

The USAR confronts external and internal challenges due to changes. Adapting strategic reserve forces to maintain high levels of readiness as an operational force is one aspect of ensuring systems, doctrine, and processes remain flexible and adaptive. USACAPOC (A)

establishment of a CA brigade in Europe demonstrates its ability to meet the needs of the US European Command combatant commander and prepare for challenges within a complex OE consisting of multinational organizations. Leaders within military organizations, subsystems, and super-systems must have the authority to determine the impact on their respective systems, doctrines, and processes while having access to resources and forces necessary to adapt, challenge, or change a complex OE or organization that will best serve our National interests, population, and Soldiers.

Within a modern, complex organization, a "cause and effect" relationship engages almost every system or process. The knowledge of individual systems and processes coupled with an appreciation of the interrelationships between systems and processes and an understanding how the US Army as an organization functions contributes to managing the force. Changes within the US Army, its systems, doctrines, and processes require implementation of a rounded application of adaptability, cooperation, diversity, efficiency, and support. Changing the force structure, roles, functions, or responsibilities of USAR forces, or CA units, or functional specialist cells require the same application of considerations and factors.

Successful senior US Army leaders and managers understand the nature of the interrelations of organizations, subsystems, and super-systems, as well as key actors and functions that contribute to an organization, subsystem, or super-system. They understand the mechanics of established systems or processes within an organization and possess the leadership to apply the art of command and science of control in order to influence change that increases the effectiveness of an organization. They understand how the US Army develops and sustains its forces, personnel, materiel, resources and facilities under National power as part of the "whole-of-the-government" approach. They possess the knowledge, experience, judgment, and personality to make informed decisions on the best methodology for addressing, adapting, changing, eliminating, or modifying organizations, systems, or processes to improve military capabilities.

Through the examination of required skills within functional specialty cells assigned to USAR CA units and by applying tasks associated with modern military operations this monograph will determine if the education, skills, and experience should reside in the USAR CA force structure. If not then, this monograph will present recommendation for addressing shortfalls within the force structure. It aims to impart to units, leaders, and Soldiers the individual and collective skills, knowledge, and attributes required to accomplish their missions. The intent of this monograph is not to rewrite doctrine but to elevate the awareness of how the US Army employs practical options based on experience from self-assessments. Not every qualified CA USAR commissioned officer, NCO, and enlisted Soldier possess the technical or specialty skills outline in CA doctrine or time to adapt to organizational changes.

The organization and training of US Army forces, innovation and adaptability of its leaders, and design and practices of its institutional support structures will keep USAR CA functional specialist cell relevant to the challenges posed by personnel management policy and the complex global security environment.

Historical Employment of Civil Affairs Forces

A historical accounting of CA activities and CAO since World War II in support of CMO provides a framework for restricting a dialogue regarding the strengths, weaknesses, and opportunities of CA functional specialist. This analysis and assessment of staffing, training, and employment of CA forces provides a foundation for recommendations to improve the operability of functional specialty cells during future military operations. Understanding the civil-military challenges experienced by leaders and commanders during major combat operations (MCO) or peacekeeping operations helps frame the significance of having specialized and qualified personnel standing tall within the formation of a military unit. Additionally, historical application of CA forces generates plausible options for increasing the overall effectiveness of USAR CA units in an operational force.

From the United States-Mexican War to World War II, strategic leaders and operational commanders relied upon patriotic civilians to provide advice and assistance related to common civil authority functions during military operations. As military operations affected established governments, critical infrastructures, and civilian populations, the US Army developed forces to advise and assist leaders and commanders at all levels of war. The US Army generated military units to operate within common civil authority functional areas and accomplish core tasks that rehabilitated governments, improved infrastructures, and restored quality of life needs to the populace. Historically, commanders utilized personnel from non-military government units to accomplish these core tasks. The strategic leaders and operational commanders identified the potential for risk to military operations and methods for mitigating risks to influence desired endstates. Some strategic leaders mitigated the risk of "mission creep" for US Armed Forces by providing personnel, expertise, and resources to fill voids created by the absence of governmental controls or services within occupied or liberated areas. Commanders mitigated operational risks associated with the tension between conducting military operations while caring for the civilian population by employing specialized personnel and resources to focus on improving critical infrastructures that enhanced essential services to the local populace. As leaders and commanders mitigated risks, they created an opportunity for the US Army to operationalize a specialized branch of commissioned officers, NCOs, and enlisted Soldiers capable of performing core tasks associated with governance, rule of law, and essential services in order to facilitate the strategic aims of leaders and the operational objective of commanders.

Prior to World War II, ad-hoc groups formed in the field to conduct CA/military government activities. Many Soldiers lacked preparation and skills to produce long-term effects in support of strategic aims or operational objectives.[37] Over the past 70 years, the complexity of

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[37]Henry Lewis Coles, Jr. and Albert K. Weinberg, *U.S. Army in World War II: Civil Affairs: Soldiers Become Governors* (Washington, DC: Center of Military History, 1992), 3.

strategic campaigns and military operations increased the requirement for commanders to seek options for managing civil and military operations. The organizational structure of the CA branch evolved from ad-hoc groups to a well-established system within the US Army organizational structure. Leaders and commanders identified a need to incorporate civilians and military personnel possessing specialized skills into a collective group to perform governance and civil functions during stability and reconstruction efforts.

During World War II, President Roosevelt believed that civilian agencies should perform tasks associated with governance and that the military should focus on the fundamental tasks associated with war.[38] In 1942, the War Department, in conjunction with the Supreme Allied Commander Europe (SACEUR) and Supreme Allied Commander Pacific (SACPAC), instituted the School of Military Government at the University of Virginia, Charlottesville to teach governance and economics. Additionally, several universities and colleges across the country instituted a Civil Affairs Training Program designed to grant commissions to civilians with specialized skills for both the European and Pacific areas of operation.[39] In March 1943, the Secretary of War established the Civil Affairs Division (CAD) as a War Department Special Staff organization. The CAD developed and coordinated US military policy regarding the administration of captured and liberated countries. The CAD focused on seven core tasks: Personnel and Administrative, Prisoner of War and Displaced Persons, Civil Liberties and Democratization, Governmental Structures, Public Safety, Policy Enforcement, and Public Health

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[38]Thijs W. Brocades Zaalberg, *Soldiers and Civil Power: Supporting or Substituting Civil Authorities in Modern Peace Operations* (Amsterdam, NE: Amsterdam University Press, 2006), 26.

[39]Earl F Ziemke, *The U S Army in the Occupation of Germany 1944-1946* (Army Historical Series) (Washington, DC: Center of Military History, 1991), 8.

and Public Welfare.[40] The CAD became the first modern organization structured to assist leaders and commanders in addressing civil-military operations. About 30 percent of the CAD consisted of commissioned civilians with the remaining personnel originating from within the military.[41] The civilian members focused on skills associated with seven core tasks. Upon completing school and training, the civilian and military personnel formed CA detachments. Each theater required a tailored force; the Europe Theater of Operations required larger detachments consisting of 26-43 commissioned officers and enlisted Soldiers capable of conducting core tasks; and the Pacific Theater of Operations, required CA detachments consisting of four officers and six enlisted Soldiers. In some instances, both theaters formed smaller detachments of two officers and two public safety officers capable of performing local governance and maintaining rule of law within small villages or towns. Both commanders viewed CA as an integral part of transforming the relationship between military forces and the civilian populace. After World War II, the War Department abolished the CAD and transferred many of its functions to the Office of the Assistant Secretary of the Army (OASA).[42]

The maturity of US Army forces capable of performing many civilian authority functions continued during the Korean War. Strategic aims and operational objectives heavily influenced General MacArthur decision to employ CA forces in a greater role in lieu of creating a US military centric government in Korea. With general-purpose forces focused on restoring peace, CA forces focused on reestablishing normal political and economic conditions and setting conditions for a free election while minimizing interference by the civilian population during

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[40]By a memorandum (AG 014.1, 2-27-43, OB-S-E) of the Secretary of War to Col. John H. F. Haskell, March 1, 1943, naming him Acting Chief of CAD. Confirmed by Memorandum No. W10-1-43 (AG 020, 4-29-43, OB-C-F-MP-H), War Department, May 4, 1943.

[41]Zaalberg, 27.

[42]By a memorandum of the Vice Chief of Staff to the Chief of CAD, the Army Comptroller, and the Adjutant General, July 8, 1949, with remaining functions transferred to Office of the Assistant Secretary of the Army.

MCO.[43] The United Nations Command Korea (UNCK) received support from a staff of

approximately 400 commissioned officers and enlisted Soldiers from the CA branch.[44] Initially,

strategic leaders opined the US Army CA forces suffered from poor organization, ill-adapted

personnel, and operated without power to influence belligerent local governments.[45] From an

organizational standpoint, CA forces existed within other institutions and programs, which

compounded their very limited knowledge of Korea, its culture, language, people, and terrain.

Many US operational commanders viewed CA forces as nothing more than a disaster relief force.

The Public Health and Welfare Field Organization National Level Teams, consisting of United

Nations (UN) civilian employees dedicated the majority of their efforts to assisting the civilian

populace impacted by military operations.[46] The Eighth US Army task organized forces to create

the UN Civil Assistance Corps Korea (UNCACK) to work in conjunction with the UN Korean

Reconstruction Agency (UNKRA) to develop civil and military projects.

Later in the conflict, the UNCACK transitioned many of its responsibilities to the Korean

Civil Assistance Command (KCAC) within the US military. The Corps and Division Civil

Assistance Teams personnel configurations mirrored the UNKRA teams to leverage flexibility

and mobility of maneuvering units.[47] Smaller CA detachments originated from within brigade and

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[43]Allan R. Millet, *The Korean War* (Lincoln, NE: University of Nebraska Press, 2002), 185-86.

[44]Truman Library website, http//www.trumanlibrary.org/oralhist/stuart.htm#transcript (accessed May 3, 2011).

[45]Stanley Sandler, *Glad to See Them Come and Sorry to See Them Go: A History of U.S. Army Tactical Civil Affairs/Military Government, 1775-1991* (Washington, DC: US Army Special Operations Command History and Archives Division, June 1993), 327.

[46]Ibid., 332.

[47]Robert T. Oliver, *Syngman Rhee and the American Involvement in Korea, 1942-1960* (Seoul: Panmun Book Company, 1978), 322.

battalion size units to elevate the need for civilian expertise.[48] X Corps established its own CA

section to facilitate CAO during the landing and invasion of Inch' on. In northern area of Korea,

CAO targeted economics, public health, and civil administration while in the southern area of

Korea CA forces supported general-purpose forces through distribution of food provisions and

refugee evacuations.[49] Medical, public welfare, economic aid, and land reform programs coupled

with civil transportation, mining, and agrarian initiatives created jobs. Social and political

reformations instituted by CA forces created responsible governance and addressed the civilian

populations concern for public safety.[50] The rapid turnover of CA personnel within the UNCK

staff discouraged the undertaking of any long-term CAO. CA forces experienced overlapping

operations and missions due to the confusing number of organizations and supervisory bodies

directing them conduct CAO.

       Unfortunately, corruption and poor organization costs associated with restoration and

reconstruction projects and economic and humanitarian programs diminished the reputation of

CA. Some leaders and commanders opined that CA forces lacked the education, skills, and

experience to perform core civilian authority functions or effectively assist commanders during

CMO.[51] The Korean War represents a turning point in the role of CA for future military

operations. The lessons learned in Korea regarding organizing, staffing, training, employing, and

managing CA forces generated analysis, a deeper understanding of CA capabilities, and an

appreciation of the supporting role CA provides to a commander during military operations.

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[48]Sandler, 327.

[49]Richard W. Stewart, *Staff Operations: The x Corps in Korea December 1950* (Fort Leavenworth, KS: Combat Studies Institute), http://usacac.leavenworth.army.mil/cac2/cgsc/ carl/resources/csi/Stewart/Stewart.asp (accessed May 11, 2011).

[50]Sandler, 329-334.

[51]Ibid., 329.

From 1952 to 1959, the oversight of CA forces and CAO transitioned through multiple subsystems within the US Army. In 1952, the Department of the Army abolished the Office for Occupied Areas within the OASA and transferred all functions related to CMO to the US Army Staff and the newly established Office of the Chief of Civil Affairs and Military Government (OCCAMG).[52] In 1955, the OCCAMG began to report to the Office of the Deputy Chief of Staff for Military Operations (ODCSMO).[53] In 1955, the Civil Affairs Military Government (CAMG) Branch became a USAR branch. In 1959, OCCAMG became the Office of the Chief of Civil Affairs (OCCA).[54] On October 2, 1959, CAMG became the CA Branch.[55] The expansion of the War Department during World War II through the Korean War and the reframing of the purpose of CA forces dictated these major organizational changes. As US Armed Forces became an occupying and liberating force and as post hostility activities increased with the rehabilitation of governments and infrastructures, the US Army recognized a need to consolidate personnel and efforts closely aligned with civilian authority functions. To address the concerns of strategic leaders and operational commanders, each highly specialized professional volunteering to serve in the CA Branch received a commission and appropriate military, regional, and language training.

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[52]Effective April 13, 1952, by Department of the Army, General Order 37, April 14, 1952. OCCAMG made responsible to Office of the Deputy Chief of Staff for Military Operations (ODCSMO) by Department of the Army, General Order 70, December 27, 1955.

[53]Effective April 13, 1952, by Department of the Army, General Order 37, April 14, 1952. OCCAMG made responsible to Office of the Deputy Chief of Staff for Military Operations (ODCSMO) by Department of the Army, General Order 70, December 27, 1955.

[54]OCCAMG redesignated Office of the Chief of Civil Affairs, effective May 15, 1959, by Department of the Army, General Order 19, May 25, 1959.

[55]Department of the Army, The Institute of Heraldry, "Civil Affairs," http://www.tioh.hqda.pentagon.mil/UniformedServices/Branches/civil_affairs.aspx (accessed May 11, 2011).

In Vietnam, US Army CA force structures expanded capacity and capabilities. Shortly after the US entered the war, the Department of the Army abolished OCCA and transferred all functions to ODCSMO in order to consolidate civil defense functions of the General Operations Division of General Operations Directorate and to form the Civil Affairs and Civil Defense Directorate.[56] This organizational change created another challenge for CA forces. Rather than organizing, staffing, and training CA forces to support CMO through the execution of core civilian authority functional areas, the emphasis CA mission focused on counterinsurgency operations in Vietnam.[57] The strategic aims of the US centered on pacification programs, which created force structure requirements to ensure the unification of civilian and military efforts. In support of a unified command structure, the US Secretary of Defense formed the Office of Civil Operations (OCO), consisting of civilian advisors but OCO lacked the ability to coordinate effectively with the military. When President Johnson disbanded the OCO, the US Military Assistance Command, Vietnam (MACV) Commander established the Civil Operations and Revolutionary Development Support (CORDS), a hybrid civilian-military structure led by brigadier generals and colonels within South Vietnam's 44 provinces and 250 districts to oversee governance and rule of law.[58] Training and equipping the indigenous population of Vietnam was a vital part of the CORDS strategy.

Similar to the initial employment of CA forces during the Korea War, the first CA units into Vietnam comprised of 16 six-man refugee teams focused on humanitarian assistance relief tasks. These highly specialized teams consisted of a team leader, a medical doctor, a construction

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[56]Abolished, effective May 1, 1962, by Department of the Army, General Order 20, April 26, 1962, with functions transferred to immediate ODCSMO, where they were consolidated with civil defense functions of General Operations Division of General Operations Directorate to form Civil Affairs and Civil Defense Directorate, May 1, 1962.

[57]Ibid., 357.

[58]Dale Andrade and LTC James Willbanks, "CORDS/Phoenix: Counterinsurgency Lessons for Vietnam for the Future," *Small War Journal* (March-April 2006): 14.

officer, a counter-intelligence officer, and several CA specialists. These refugee teams formed

eight CA companies encompassing between 60 commissioned officers and 100 enlisted Soldiers.

About 80 percent of every CA company consisted of CA generalists.[59]

As the war progressed, the CA force structure began to mirror the Special Forces unit

configurations. CA forces established a hierarchical structure with a group headquarters,

company headquarters, platoon headquarters, and special function teams within each company.

To "win the hearts and minds" of the local populace and prevent the VC from recruiting the

indigenous population to fight against the US, CA forces built schools and taught modern

agricultural techniques to local tribes. They assisted in expanding and training South Vietnam's

police force to ensure greater capacity and capabilities of public safety and security. They gained

a better understanding of the culture, language, and OE by embedding forces into the local

population. This allowed CA forces to influence South Vietnam's land reform administration;

establish concentrated public health and general education programs; and efficiently disburse

project funds while effectively managing rural and urban water projects; telecommunications

improvements, highway and bridge construction projects, and building fishers and power plants.[60]

The CAO in Vietnam became the most aggressive civil action undertaken by the US military

since civil-military operations in Italy during World War II. Both the Active Army and USAR

contributed CA forces.

The 2nd CA Company (2d CA CO) organized under a Table of Organization and

Equipment (TO&E) organizational concept with a Public Safety Team, one Civilian Supply

Team, two Public Welfare Teams, two Food and Agriculture Teams, two Public Health Teams, a

Civilian Supply and Transport Team, a Public Finance Team, and a Public Works and Utility

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[59]Sandler, 357.

[60]Orrin Schwab, *A Clash of Cultures: Civil-Military Relations during the Vietnam War*
(Westport, CT: Praeger Security International, 2006), 117-18.

Team. Upon arriving in Vietnam, the 2nd CA CO reorganized into seven platoons and then expanded into 22 platoons. As the OE matured, the 2nd CA CO provided seven CA teams, consisting of one commissioned officer and two enlisted Soldiers, to MACV's Province Senior Advisors to function as a transition cadre while CA units moved from supporting brigades to MACV Advisory Teams. The 41st CA Company reorganized and provided three displaced persons teams to the 2nd CA Co.[61] The CMO conducted by the CORDS and the CA activities conducted by specialized CA teams significantly increased the US strategic counterinsurgency program to end the VC's ability to recruit and infiltrate the local populace. The success of the CA branch during the Vietnam War laid a foundation for future doctrinal employment of Active Army and USAR CA forces.

The post-Vietnam War era, saw the US military sparsely deploy functional specialists with CA forces during military operations in El Salvador, Grenada, and Panama. The majority of CMO isolated USAR CA forces from direct action with the enemy. Most deployed CA forces supported military operations through a general support role to operational forces, as an operational partner with United States Agency for International Development (USAID) or as a component within an operational task force.

US military-to-military assistance in El Salvador saw the reemergence of employing civilians and military advisory groups (MilGroup) designated to advise and train Salvadoran military forces on how to reach the "hearts and minds" of the civilian populace through civil defense and civic action campaigns.[62] The US Army deployed Special Forces troops to El Salvador instead of CA forces to accomplish strategic aims of preventing a communist takeover of the government; to help the Salvadoran government gain legitimacy with the population; to

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[61]Joe Napp, "2nd Civil Affairs Company," 2ndcivilaffairs.com, rev. October 20, 2010, http://2ndcivilaffairs.com/ (accessed May 5, 2011).

[62]Hugh Byrne, *El Salvador's Civil War: A Study of Revolution* (Boulder, CO: Lynne Rienner, 1996), 86.

prevent the ruin of the Salvadoran economy; and to promote democratic institutions and human rights.[63] Small training teams comprising of members from each service component focused on civil-military objectives that provided planning and operational support to the Salvadoran government and military.[64] The US Army applied lessons learned during the Vietnam War to the counterinsurgency operations in El Salvador.

The Active Army's 96th CA Battalion (96th CA BN) and 358th CA Brigade (358th CA BDE), a USAR unit, were the sole contributors of CA units to support Operation Urgent Fury in Grenada.[65] They initially deployed to provide a secure environment for Grenadian civilians during this low intensity conflict meant to neutralize Grenadian and Cuban resistance, capture a rogue military commander and other coup leaders, and to evacuate US students from Grenada but shortly after the MCO ended they shifted attention to rebuilding Grenada's weak infrastructure.[66] The 96th CA BN performed a broad range of tasks normally assigned to special operations forces. The 358th CA BDE provided two three-man teams specialized in engineering and public administration to assist USAID and the Grenadian government with rehabilitation efforts after military operations. Key CA tasks included caring for displaced persons, restoring communications systems, rehabilitating the school system, public utilities and public works, road repair, water and sewage disposal systems, and ensuring that key commercial sites opened for business.[67] The CMO in Grenada shaped a good working relationship between the CA

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[63]Ibid., 75.

[64]MAJ Paul P. Cale, "El Salvador's Civil War: A Study of Revolution" (Thesis, U.S. Army Command and Staff College, 1996), 15.

[65]Sandler, 374-375.

[66]Ronald H. Cole, *Operation Urgent Fury: the Planning and Execution of Joint Operations in Grenada, 12 October-2 November 1983 (SuDoc D 5.2:OP 2/3)* (Washington, DC: Joint History Office, Office of the Chairman of the Joint Chiefs of Staff, 1997), 65-66.

[67]Sandler, 374-375.

community and USAID, CA units provided expertise while USAID provided funding to complete tasks.[68] The experienced USAR CA commissioned officers, NCOs, and enlisted Soldiers demonstrated confidence and an ability to operate in non-traditional roles autonomous from conventional forces. However, strategic leaders and military commanders recognized the need to improve upon the planning and preparing of CMO prior to execution. The disjointed execution and assessment of CMO in Grenada exposed gaps between the operational objectives of conventional forces and the tactical actions of CA forces.

The force structure deployed in support of Operation Just Cause inserted USAR CA units as a component within a task force. The 96th CA BN participated in direct actions with US Army Rangers and other operational forces. The US Southern Command Commander (CDRUSSOUTHCOM) utilized a hybrid of active and reserve component CA forces with special operations forces to create a joint Civil-Military Operations Task Force (CMOTF). The USSOUTHCOM J-5 oversaw the CMOTF's five missions in support of the US civil-military objectives. They encompassed supporting US military forces in establishing a law and order infrastructure, providing CA support to a new Panamanian government, managing a refugee camp in Panama, establishing CMO support for the city of Panama, and assisting in nation building programs.[69] CMOTF gradually transitioned governance responsibilities to US embassy personnel and assisted USAID by conducting infrastructure assessments. These tasks forces operated in unison with the XVIII Airborne Corps to coordinate and synchronize US CMO in Panama during the invasion to protect US lives and property, defend the Panama Canal, restore a popular government in Panama, and bring General Manuel Noriega to justice.[70] Inadequate inclusion of

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[68]Ibid., 374.

[69]Ibid., 382.

[70]Department of State, "Background Note: Panama," September 2008, http://www.state.gov/r/pa/ei/bgn/2030.htm (accessed May 3, 2011).

CA planners during the operations process revealed shortfalls in CA capacity and capabilities. As the situation on the ground deteriorated and combat plans evolved, the US Army Reserve Special Operations Command solicited individual CA volunteers to conduct CA operations in Panama.[71] Much of the tension after MCO related to planning assumptions regarding the operability and staffing of the Panamanian government. USSOUTHCOM was unable to effectively conduct continuous CMO in Panama due to the short rotations of USAR volunteers and the inability to link events "on the ground" with contingency plans. The allocation of CA forces to this operation; the lack of uniformity in training related to CMO for general-purpose forces; and the employment of resources and expertise to support stability operations compared to the resources and expertise to conduct combat operations hindered USSOUTHCOM's overall effectiveness in Panama. As the new Panamanian government expanded, USSOUTHCOM CMO succeeded on restoring the rule of law and essential services. The role of the CA branch in Operations Just Cause continued to improve upon the relationship established between Active Army and USAR CA forces and US Army Special Forces.

In June 1989, the US Army established the USAR CA Corps in the US Army Regimental System.[72] This formally created CA as a branch for USAR officers and a functional area for Active Army officers. It provided identity to an emerging and relevant branch within the US Army.

Operation Desert Shield/Storm saw the emergence of CA forces as a combat multiplier due to combat and post-combat activities in Iraq and Kuwait. Active Army and USAR CA forces participated in deep, close, and rear operations. Similar to the planning and preparation for MCO during Korea and the Panama, US Central Command (USCENTCOM) and US Army Forces,

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[71]Sandler, 382.

[72]Department of the Army General Order 22, *Establishment of the U.S. Army Reserve Civil Affairs Corps in the U.S. Army Regimental System (USARS)* (Washington, DC: Government Printing Office, June 1, 1989).

Central Command (USARCENT) misunderstood the capacity and capability of CA forces during offensive and defensive operations. Initially, they identified relevant functional specialties to assist USG agencies and the Kuwaiti government-in-exile during the execution phase of stability operations. However, USCENTCOM did not account for a large employment of CA forces due to planning assumptions that Saudi Arabia could assist with contracting activities and USARCENT had significant support from the Kuwaiti government-in-exile to execute CMO.[73] As planning efforts continued, USARCENT planners began to recognize the need for a sizable presence of CA forces to support FSO.[74]

The establishment of the Kuwait Task Force consisting of CA forces from the 96th CA BN ensured unity of effort in the restoration and reconstruction of post-liberated Kuwait.[75] In the early days after the 100-hour ground campaign, USCENTCOM created a 550-Soldier Task Force Freedom incorporating the Kuwait Task Force, a number of CACOMs and CA companies to facilitate essential services and rebuild indigenous institutions and critical infrastructures in coordination with USG agencies and the Kuwaiti government.[76] This task force had responsibility for conducting damage surveys and US restoration activities associated with infrastructure, commerce, public security and safety, pubic services, and human services.[77] Later, this task force grew to include allies in order to form the Coalition Civil Affairs Task Force.[78]

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[73]John R. Brinkerhoff, *Waging the War and Winning the Peace: Civil Affairs in the War with Iraq* (Washington, DC: Office, Chief of the Army Reserve, August 1991), 19.

[74]John T. Fishel, *Civil Military Operations in the New World* (Westport, CT: Praeger Publishers, 1997), 142.

[75]Janet A. McDonnell, *After Desert Storm: The United States Army and the Reconstruction of Kuwait* (Washington, DC: Department of the Army, 1999), 70.

[76]Ibid., 54.

[77]Ibid., 81.

[78]Ibid., 55.

USAR CA units deployed to support the XVIII Airborne Corps and VII Corps during the liberation of Kuwait were components within the Combined CA Task Force. The majority of CA forces entailed CA teams consisting of CA generalists. In support of deep operations, they assisted US military police forces with handling incarcerated persons released from Kuwaiti and southern Iraqi jails and interviewed enemy prisoners of war to obtain valuable information for further development by intelligence forces. In support of close operations, these teams successfully prevented civilians and enemy soldiers from interfering with US combat missions and provided humanitarian assistance to internally displaced persons/refugees/enemy prisoners of war (EPW). They provided essential service support to Kuwaitis in the hours immediately following liberation from Iraqi control.[79] In support of rear operations, CA teams conducted emergency relief efforts until they could transition such to OGAs or NGOs.

Despite challenges with planning the deployment of CA forces, the employment of CA forces demonstrated their relevance during FSO. The creation and establishments of various tasks forces to support CMO demonstrated that commanders understood and visualized the OE enough to adapt available assets and resources to meet their mission requirements. However, most assessments of CA activities during Operation Desert Shield/Storm suggest CA forces were very effective. After-action reviews revealed four significant lessons learned for future CA deployments. Future planning should include CA considerations early in the operations process.[80] CA units should deploy at the same time as their supported units.[81] Commanders and planners

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[79]Brinkerhoff, 40.

[80]Ibid.

[81]Ibid.

require formal education on the capabilities of CA forces.[82]The allocation of CA forces must support expected CMO.[83]

The Nunn-Cohen Amendment to the *National Defense Authorization Act of 1987*,[84] prompted DoD to create the US Special Operations Command in response to congressional action in the *Goldwater-Nichols Defense Reorganization Act of 1986*. This command activated to prepare Special Operations Forces to carry out assigned missions and, if directed by the President or SECDEF, to plan for and conduct special operations. In 1993, the special operations community incorporated US Army CA forces into its command and control structure. This evolution greatly enhanced the breadth of capabilities for special operations forces. The tactical actions of CA units in Vietnam and Operation Desert Shield and Desert Storm demonstrated their flexibility to adapt within a complex, ill-structured environment and shape operational objectives in support of strategic aims.

During the post-Cold War era, USAR CA forces participated in military operations within Somalia, Haiti, Bosnia, and Kosovo. Operation Restore Hope, the US military peacekeeping mission in Somalia, centered on temporarily halting the Somali civil war. The operational planner tailored the CA force package to prevent "mission creep." The original planning for this mission required activating, mobilizing, and deploying 8-10 USAR CA units to assist with FHA.[85] However, the Joint Chiefs of Staff (JCS) did not approve this plan opining the US mission would be short and not entail any nation building initiatives. This decision countered

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[82]Ibid.

[83]Ibid.

[84]Title 10, U.S.C. Section 167, *Unified Combatant Command For Special Operations Forces*.

[85]Martin R. Ganzglass, *Learning from Somalia: The Lessons of Armed Humanitarian Intervention*, ed. Sheldon Clarke and Jeffrey Herbst (Boulder, CO: Westview Press, 1997), 23.

the actions of the strategic leaders during previous overseas contingency operations.[86] At any one time, there were 30 CA generalist operating within Somalia. In lieu of the USAR CA units, a smaller force from the 96th CA BN deployed to operate a civil military operations center (CMOC) and collaborate with USAID personnel to coordinate the security of food convoys between the military and NGOs.[87] Due to intuitive organizational skills, the CMOC built a database to track all humanitarian workers operating in Somalia as well as the status of food shipments throughout the country.[88] When the US arrived in Somalia, there were 49 international agencies providing humanitarian relief to the civilian population.[89] However, the economy of force within the CMOC hindered coordination efforts between the US Army Corps of Engineers (USACE), military transport teams, and NGOs. USACE was a significant force enabler in Somalia, constructing and/or repairing roads, airfields, and base camps to facilitate humanitarian relief efforts. USACE renovated or construed schools, conducted land-clearing operations, and drilled drinking water wells. USACE planned, prepared, executed, and assessed the majority of CA operations.

After-action reviews of the mission concluded the US required a CA force package similar to the ones deployed to Panama and Kuwait. The concerns regarding mission creep and political implications of activating USAR forces influences the JCS to limit the overall force package deployed to Somalia. The effectiveness of the CMOC continued to mature an inherent relationship between CA forces, USAID, and NGOs. The cooperation amongst CA units and

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[86]General Accounting Office, GAO/NSIAD-00-164, *Contingency Operations: Providing Critical Capabilities Poses Challenges* (Washington, DC: Government Printing Office, July 6, 2000).

[87]Kenneth Allard, *Somalia Operations: Lessons Learned* (Honolulu, HI: University Press of the Pacific, 2002), 67.

[88]Ibid., 68.

[89]Ibid., 66.

civilian agencies exhibited a collective operational approach to achieving operational objectives and strategic aims. However, civilian agencies and NGOs still lacked a presence during the US military's operations process. The value-added resources within the structure of a CMOC demonstrated the effectiveness of responding to uncertainty during the execution of CMO.

Unfortunately, all the positive feedback from Operation Restore Hope did not carry over into US military's mission in Haiti. Operation Uphold Democracy in Haiti began as a repeat of the CA operations conducted in Somalia. The primary mission for the US military was to return President Aristide to power over the country and set conditions for a secure environment that would allow the UN to assume a peacekeeping role. The mission did not include providing FHA. The US Department of State (DoS), US Atlantic Command (USACOM), and XVIII Airborne Corps planning assumptions assigned the lead for humanitarian assistance and development projects to civilian partners and NGOs.[90] Because of the sensitive nature of the mission, operational planners did not include civilian partners or NGOs into the operation process. The absence of these critical actors prevented planners from integrating a feasible, acceptable, and suitable civil-military operational plan into the overall plan. The result of planning without a clear understanding of the OE disjointed coordination with US and UN interagency groups at the tactical level.[91]

Since the US military lacked Title 10 authority to assume responsibility for rebuilding Haiti's critical infrastructure, many functional specialist sought out local contractors to perform many civil authority functions. During this operation, the 96th CA BN provided 21 two-man teams in direct support to Special Forces teams operating outside populated areas within Haiti. To expedite the return of civilian authority functions under the Haitian government, 34 USAR CA

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[90]Margaret Daly Hays and Gary F. Weatley, *Interagency and Political-Military Dimensions of Peace Operations: Haiti-a Case Study* (Washington, DC: NDU Press Book, 1996), 4.

[91]Ibid., 3.

commissioned officers from the 351st CACOM, 448th CA BN, and 407th CA BN advised the

country's 12 government ministries.[92] These CA functional specialists formed a Government

Support team (GST) that reported directly to the US Ambassador and passed their long-term

development findings onto USAID. As the OE, matured approximately 80 CA commissioned

officers and NCOs filled voids within the civilian capacities and capabilities.[93] Decentralizing the

CAO allowed the Haitian population to complete over 332 infrastructure restoration projects and

work on another 375 projects submitted by functional specialists.[94] A single CA GST member

worked with the Haitian customs officials and within a matter of months completely streamlined

the entire system.[95]

The US military established a Humanitarian Assistance Coordination Center, and like in

Somalia, they established a CMOC with CA forces interfacing with some 20-100 organizations.[96]

Once again, the CMOC created a database system to track NGOs and relief efforts because it

proved so effective in Somalia. These organizational skills were instrumental in ensuring

accountability for aid workers and preventing redundancy of relief efforts.

Like in Somalia, engineers played a primary role in facilitating the restoration of critical

infrastructure and essential services. The 20th Engineer Brigade (Combat) assigned to the XVIII

Airborne Corps formed "prime power reams" consisting of 16 Soldiers and CA electrical

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[92]Eric Doerrer, "Operation Vignette: Civil Affairs in Haiti," *Military Review* 76, no. 2 (March-April 1996): 73-75.

[93]Ibid., 82.

[94]Ganzglass, 116.

[95]Doerrer, 76-77.

[96]Leslie Benton and Glenn Ware, "Haiti: A Case Study of the International Response and the Efficacy of Nongovernmental Organizations in the Crisis," *Small Wars Journal*, smallwarsjournal.com/documents/haiticasestudy.pdf (accessed May 3, 2011), 16-18.

engineers to repair Haiti's electrical grid.[97] Due to standing rules of engagement, the US military

was unable to enhance Haiti's minimalist and failing medical services. Planners assumed the

responsibility for providing medical care to the Haitian population would occur through

established local and non-military USG agencies. The 44th Medical Brigade collocated at Fort

Bragg, North Carolina, with the XVIII Corps deployed to Haiti and conducted healthcare

assessments but never passed their findings along to USG agencies and the CA GST never

addressed the healthcare issue.[98]

False planning assumptions resulted in diminished humanitarian relief efforts. The

Haitian economy declined due to the influx of food and goods while local farmers experienced

disruptions in the sale of their agricultural products. This economic destabilization contributed to

massive urban migration and an increase of Haiti's foreign debt. The effects of aggressive CA

activities and CA operations occurred without CA forces having a clear and shared understanding

of Haiti's culture and economics.[99] As strategic leaders and operational commanders assessed the

mission in Haiti, they recognized that CA force and other enablers had inadvertently allowed

conditions within the OE to control the depth of the mission. In order to divert the perceived

mission creep, they reduced funding support for developmental projects initiated by CA forces.[100]

This decision tainted the reputation of the CA branch and relationships fostered with USG

agencies, NGOs, and humanitarian relief organizations. However, it caused the US Army to

institute means and ways for ensuring tactical actions would not significantly affect operational

objective or strategic aims. The capacity and capabilities of other enablers demonstrated the depth

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[97]Darren Klemens and Kelly Slaven, "Task Force Caste: Joint Engineer Operations in Haiti," *Engineer* 25, no. 1/2 (April 1995): 41.

[98]Robert Baumann and John Fishel, *Operation Uphold Democracy: The Execution Phase* (Fort Leavenworth, KS: U.S. Army Command and Staff College Press, 1966), 11.

[99]Doerrer, 77.

[100]Baumann and Fishel, 1.

of the US Army's assets and resources to conduct civil-military operations without CA forces. The CA branch learned to refrain from taking on responsibilities or tasks that offered empty promises to the local populace.

During Operation Joint Endeavor in Bosnia, USAR CA generalists and functional specialists played a major role in bridging the gap between military operations and providing essential services to the local populace. They managed and coordinated many of the governance activities and civilian authority functions vacated by the Bosnian government. Initially, US Army CA forces met resistance from North Atlantic Treaty Organization (NATO) Implementation Force (IFOR) due to the tension created within the military Annexes of *The General Framework Agreement for Peace (GFAP) in Bosnia and Herzegovina*.[101] NATO failed to coordinate with US Army CA planners to form an adequate operational civil-military plan.

Coming off self-proclaimed successes in Somalia and Haiti, CA forces reverted to pushing for relevance by planning, nominating, and managing reconstruction projects and working autonomously with USG agencies, NGOs, and OGAs. As the military presence and military operations grew in Bosnia, IFOR began to place a greater emphasis on civil-military cooperation (CIMIC). When Operation Joint Endeavor transitioned to Operation Joint Guardian, NATO'S Stabilization Force (SFOR) sought to establish civil authority. This meant facilitating efforts to repatriate, reconstruct, implement capital investment projects, conduct municipal elections, and build civil institutions.[102] US strategic leaders and operational commanders adapted policy, funding, and resources to support this significant change in mission. US Army CA teams began to liaise in unity with NGOs, foreign governments, and international organizations while

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[101]Larry Wentz, ed., *Lessons from Bosnia: The IFOR Experience* (Honolulu HI: University Press of the Pacific, 2002), 441.

[102]Colonel William R. Phillips, "Civil-Military Cooperation: Vital to Peace Implementation in Bosnia," *NATO WEBEDITION* 46, no. 1 (Spring 1998): 22-25, http://www.nato.int/docu/review/1998/9801-07.htm (accessed May 11, 2011).

maintaining connectivity with SFOR civil-military planners.[103] US Army CA teams began undertaking more reconstruction projects, to restore public works and utilities infrastructure, public health, and public transportation, while engaging in civil administration missions including efforts to hold elections and form the Bosnian government.[104]

NATO-CIMIC and US CA missions evolved significantly, shifting sequentially through three phases: (1) emergency humanitarian assistance, and release of prisoners, (2) conducting elections, continuing to provide humanitarian assistance, rebuilding infrastructure, and (3) repatriating refugees, continued infrastructure reconstruction, additional support for upcoming elections, and direct investment.[105] As SFOR became dependent upon CMO, the CIMIC staff grew to approximately 450 people that drew most of its population from USAR CA officer corps.[106] US CA officers with engineering qualifications oversaw projects to repair roads, bridges, and public transportation systems, and assisted in reopening the Sarajevo airport for commercial air traffic.[107] CIMIC and US CA officers with law enforcement vocations conducted police training with the Bosnian Special Police forces.[108] The 2,200 USAR CA commissioned officers, NCOs, and enlisted Soldiers deployed to support NATO's CMO in Bosnia demonstrated competencies in skills associated with current core CA tasks and functional specialty areas.[109]

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[103]D. S. Gordon and E. H. Toase, *Aspects of Peacekeeping* (London: Frank Cass Publishers, 2001), 233.

[104]Ibid.

[105]Ibid.

[106]Zaalberg, 275.

[107]Ibid., 277.

[108]Ibid., 269.

[109]Gordon and Toase, 233.

US laws limited the mobilization and deployment periods of USAR units hindering the operational force. This created unnecessary tensions and delays in employing CA assets and resources within the OE. The CA activities and CAO nurtured maturity of CA as a whole. The extensive CMO in Bosnia laid the framework for modernizing CA as an operational force. However, in many cases, operational and tactical commanders did not have a clear understanding of the force flow of CA units and the capacity and capabilities existing within the USAR CA force packages.

US Army CA forces continued to assist NATO peacekeeping missions within the Balkans during Operation Joint Guardian. After NATO sanctions failed, and the Rambouillet Peace negotiations disintegrated amid Yugoslavia's unwillingness to sign the agreement, NATO prepared to launch both an offensive operation against the Serbs and a subsequent humanitarian relief operation in support of displaced Kosovo citizens.[110] UN Security Council Resolution 1244 (UNSCR 1244) stipulated four specific objectives related to CMO.[111] Kosovo Force (KFOR), United Nations Interim Administration Mission in Kosovo (UNMIK), and Office of the United Nations High Commissioner for Refugees (UNHCR) developed individual operational approaches to achieving the stated objectives in UNSCR 1244. The KFOR commander recognized the need to link CMO with the UNMIK. The relationships formed during Operation Desert Sheild/Storm and Operation Joint Endeavor contributed to the partnership of NATO-CIMIC and US CA forces in Kosovo. Their operational approach entailed conducting four missions to achieve strategic aims: humanitarian assistance, civil administration, institution

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[110]Julie Kim and Steven Woehrel, Order Code RL 31053, *Kosovo and U.S. Policy: Background to Independence* (Washington, DC: Congressional Research Service, June 20, 2008), 4.

[111]UN Security Council Resolution 1244 (1999), Adopted by the Security Council at its 4011th meeting, June 10, 1999, http://www.nato.int/Kosovo/docu/u990610a.htm.

building, and economic reconstruction.[112] These core tasks mirrored CA operations conducted in Bosnia.

US CA teams in Multinational Brigade East (MNB-E) developed their own civil-military plan and coordinated operations, relying on experience gained in Bosnia to facilitate Kosovo's recovery. They coordinated large-scale humanitarian assistance efforts with USG agencies and NGOs, providing food, medical care, and shelter to refugees.[113] They constructed refugee reception areas and camps, emergency food stations to disperse hundreds of tons of humanitarian aid in lieu of longer-term reconstruction efforts that would not meet immediate human needs for the winter season and organized fertilizer and seed deliveries for the spring planting season.[114] With a cold winter looming, CA teams imported fuel for heating and made repairs to the electric grid. They facilitated repairs to the telephone system and other utilities while also convening meetings with key local stakeholders and religious leaders in order to keep open channels of communication and to generate support from thought leaders.[115]

Time and space allowed the MNB-E commander to allocate assets and resources for infrastructure damage assessments, and reconstruction projects while assisting with the administration of development programs. Collaboration between the military and civilian agencies ensured efficient employment of people, resources, and funds. Open channels of communication with community leaders created a unified environment for employing the local populace during reconstruction projects.

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[112]Larry K. Wentz, ed., *Lessons From Kosovo: The KFOR Experience* (Washington, DC: Cforty Onesr Cooperative Research, 2002), 483.

[113]Patrick Hollen, et al., "Pre-Planning and Post-Conflict CMOC/CIMIC Challenges," www.jfsc.ndu.edu/current_students/documents_policies/documents/jca_cca_awsp/Pre-Planning_and_Post-Conflict.doc (accessed May 3, 2011), 9.

[114]Garland H. Williams, *Engineering Peace: The Military Role in Postconflict Reconstruction* (Washington, DC: United States Institute of Peace, 2005), 127-29.

[115]Wentz, 487.

CA officers with governance and firefighting experience assisted the UNMIK in building an institutional civil structure. CA officers with veterinary qualification assisted with controlling the large population of stray and diseased canines. Like in Bosnia, law enforcement experience became instrumental to developing capacity and capabilities within local police departments. Engineering certifications and experience proved to be instrumental in training the Kosovo Protection Corps on how to survey infrastructure damage after natural disasters.[116] CA officers with experience in the telecommunications industry facilitated the development of a telephone company. One CA officer drafted procedures for conducting preliminary criminal hearings.[117] Nearly every USAR CA unit and every deployable CA commissioned officer, NCO, and enlisted Soldier served in Kosovo during the heightened period of Operation Joint Gaurdian. Until 2004, USAR CA forces continued to participate as SFOR peacekeepers in Bosnia while small teams of USAR CA continue to rotate in/out of Kosovo.

Within every major military operation, there are areas of sustainment and improvement identified along the way. The most prevalent critiques related to the contributions of the CA branch in Bosnia and Kosovo focused on planning, force protection, relationships, project management, and force packages. Planning for CMO in a multinational environment presents challenges for NATO and US operational commanders. Early incorporation of CA planners into the operations process can elevate some planning assumptions. Force protection encompasses more than protecting CA forces through lethal and non-lethal means; it requires good order and discipline. CA forces must adhere to general orders regarding the consumption of alcohol, habituating with pets, and maintaining uniform standards to prevent a degradation of professionalism. Emulating behavior uniquely associated with mission requirements of Special

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[116]Thomas R. Mockaitis, "Civil-Military Cooperation in Peace Operations: The Case of Kosovo" (Master's thesis, U.S. Army War College, October 2004), 16-18.

[117]Dana Priest, *The Mission: Waging War and Keeping Peace with America's Military* (New York: W. W. Norton and Company, 2003), 284.

Forces teams in a permissive environment will immediately cost creditability to the most experienced and proficient CA team. Respecting established relationships and acknowledging the role of all international humanitarian assistance actors functioning within an OE is critical to mission success; it reduces redundancy and "mission creep." CA forces must have a clear understanding of the capacity and capabilities existing within NATO, NGOs, international government agencies (IGOs), OGAs, or other foreign militaries prior to deploying to an area of operation. Autonomous CA activities or CA operations can interfere with the strategic aims or operational objectives. Operational and tactical commanders accept ownership of all tactical actions within their assigned areas of operation, CA teams must not misinterpret or deviate from mission requirements, to do so creates risk for operational commanders and require the commitment of forces, equipment, and time to mitigate the unforeseen risks. Civil military planners must ensure nominated reconstruction projects do not exceed the capacity and capabilities of the local government civilian agencies, or become unmanageable once completed.

US laws and public opinion influenced the tailoring of CA force packages deployed to support Operation Joint Endeavor and Operation Joint Guardian. Although one-third of the USAR CA forces deployed to Bosnia and Kosovo, many units and Soldiers saw multiple tours. Strategic leaders opined that short-term deployments presented a more appealing use of USAR forces than long-term tours that disrupted Families, employment, and force availability. Unfortunately, short deployment cycles limited the momentum of long-term CMO in Bosnia and Kosovo.

The role of USAR CA forces continues to mature within Afghanistan as the OE changes. The early years of Operation Enduring Freedom-Afghanistan began with a familiar theme for CA forces. The 96th CA BN nested within Special Forces units to conduct CA activities in support of counterinsurgency operations. Conventional force operational and tactical commanders closely controlled USAR CA forces to prevent unnecessary risks or a repeat of impressionable experiences from Operation Desert/Shield, Joint Endeavor, and Joint Guardian. As the NATO

mission in Afghanistan progressed, the purpose and role of USAR CA forces changed. CA units nested with US DoS PRTs to provide mission support elements and expertise in CA functional specialty areas in support of counterinsurgency operations, not development. The integration of a "whole-of-the-government" approach requires a unified effort between the US Armed Forces and USG agencies. Host nation interactions and support are critical to the NATO mission in Afghanistan. The effectiveness of task forces in Operation Desert Shield/Storm and the Balkan operations influenced the need to establish a Civil Military Operations Task Force, which implemented the PRT strategy Afghanistan. Senior NATO military leaders viewed the PRT as a catalyst for building not only relationships but also serving as an accelerator in the rebuilding of the nation and extending the reach of the Afghan central government.[118]

The 405th CA BN deployment in 2007 offers an example of the employment of CA in Afghanistan. A CA team detached from the 405th CA BN supported the 37th Engineer Battalion (TF Eagle) CMO. TF Eagle made use of the Commanders Emergency Response Program (CERP), humanitarian aid (HA), and cooperative medical assistance (CMA) programs to prepare the Afghan people and sustain favorable conditions while engaging in a yearlong major road construction project.

The CA team, working in unison with the task force's CMOC, conducted vital infrastructure and services surveys before initiating any CA activities. They assessed water sources in villages along the route for water quality and availability. When deficiencies existed, TF Eagle took necessary actions to dig water wells or finding an alternate water sources. They evaluated schools to ensure that the facilities were both adequate and conducive to learning and that teacher and students had the necessary tools and supplies in order to teach and learn. On

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[118]Department of Defense, Office of the Assistant Secretary of Defense (Public Affairs), "Special Department of Defense Briefing On Provincial Reconstruction Teams in Afghanistan," *News Transcript*, February 17, 2004, http://www.defense.gov/transcripts/transcript. aspx?transcriptid=2076 (accessed May 7, 2011).

more than one occasion, TF Eagle conducted school supply drops and, when necessary, repaired and refurbished schools along the road construction route.

TF Eagle viewed humanitarian assistance as the cornerstone its CMO plan. They demonstrated the effectiveness of quick actions to provide immediate relief to Afghan's in need. TF Eagle conducted 14 HA "drops" totaling 20,000 pounds of supplies including blankets, tarps, food, first aid kits, school supplies, hygiene kits and cooking fuel. In the village of Shammond Khel, where a poor harvest resulted in signs of malnutrition among children and the elderly, TF Eagle, worked with the district sub-governor and local Afghan National Police and the Afghan National Army, to provide approximately four tons of food and supplies to the ailing villagers. They organized six CMA points with limited or nonexistent healthcare throughout Paktika Province. They employed organic medical assets to screen and treat routine infections, simple/superficial injuries, and tooth decay. If citizens presented serious conditions then, TF Eagle would evacuate the patient to a facility that could provide immediate and proper treatment.[119]

A brief perspective of the 426th CA BN's deployment in 2009 provides another example of CA activities conducted by CA forces deployed to Afghanistan. They focused on deliberate projects that resulted in measurable effects, village medical outreach programs to provide medical care where no healthcare services existed, key leader engagements to promote channels of communications between military forces and the civilian population, and humanitarian assistance efforts to improve the basic quality of life needs.[120] In many circumstances, CA generalist

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[119]Robert Espinoza, "Army Engineers Pursue Humanitarian Tack Along Afghan Road Project," *CBS Interactive Business Network Resource Library*, February 2007, http://findarticles.com/p/articles/mi_qa3723/is_200702/ai_n18622292/ (accessed May 11, 2011).

[120]Richard I. Dixon, "Task Force Grizzly, 426th Civil Affairs Battalion (SO)(ABN) Lessons Learned OEF-Afghanistan," Center for Army Lessons Learned website, July 16, 2009.

performed these activities. The role of functional specialist remained at strategic and operational levels.

One significant challenge for USAR CA force deploying to Afghanistan is the ability to provide functional specialty expertise for food and agricultural development. The US Army adapted by exploring alternative means and ways for addressing the declining agribusiness in Afghanistan. Agriculture accounts for 45 percent of Afghanistan's gross domestic product and is the main source of income for the Afghan economy. Over 80 percent of the Afghan population farms, herds, or does both but decades of war, drought, and security challenges continue to challenge the country's agricultural sector. The current level of USG civilian support is unable to keep pace with the tremendous need for assistance in this industry. Revitalizing Afghanistan's agricultural sector is critical to building the government's capacity and to stabilizing the country.

The 935th Agricultural Development Team (ADT), Missouri Army National Guard (MOARNG), had the distinct honor of being the first military ADT created and deployed by the US military. The 935th ADT was comprised of Soldiers from 16 different MOARNG units. The Soldiers that volunteered for this mission possessed civilian-acquired farming skills and agribusiness knowledge. In addition, they relied upon the Missouri Farm Bureau, the University of Missouri, and the National Guard Bureau for "reach back" capabilities. They partnered with the US Department of Agriculture, USAID, the Islamic Republic of Afghanistan, the affected Afghan provincial government, various Afghan colleges and universities, and other governmental and NGOs to maximize the use of resources for farming expertise and guidance for unique Afghan agribusiness situations. The 935th ADT identified farming deficiencies within the OE, obtained funding and other resources, trained and updated the agribusiness skills of Afghan farmers and educators, and demonstrated how to do these actions through hands-on training. Their efforts included repair and maintenance of farm equipment; veterinarians to aid sick animals and provide techniques to enhance the quality and reproductive capabilities of livestock; repair and improvement of irrigation systems destroyed by decades of war; and instruction on

various farming techniques for fertilizing, planting, marketing, storage, and distribution of crops.[121] Although food and agriculture development exist as a functional specialty areas within the CA branch, this example demonstrates the residence of capacity and capability within the Reserve Component operational force.

Currently, the US Navy, US Marine Corps, US Air Force, and the ARNGUS contribute forces with specialized skills to the overall civil-military operational plan in Afghanistan. They offer medical, logistical, law enforcement and agricultural expertise to the local populace. They provide operational and tactical commanders with advice and assistance in managing military operations while limiting the disruptions to the civilian population. Each Regional Command has specific operational challenges and requirements to meet operational objectives. The terrain and civil considerations contribute to the composition of CA force packages deployed to Afghanistan.

In support of the 2003 US invasion into Iraq to terminate Suddam Hussein's dictatorship and eliminate the Baath Party's rule over the people of Iraq, USACAPOC (A) deployed four CA brigades containing approximately 1,500 CA Soldiers.[122] USCENTCOM planners requested a large number of CA forces in anticipation of a humanitarian crisis resulting from MCO. No humanitarian crisis occurred and the CA brigade headquarters subsequently did not have a readily apparent mission.

One CA brigade headquarters staffed and ran the Humanitarian Operations Center (HOC) in Kuwait and provided a 26 Soldier operational planning team (OPT) to a division. Another operated the Humanitarian Assistance Coordination Center-Baghdad (HACC-Baghdad) while providing command and control (C2) responsibility over subordinate CA battalions and separate

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[121]Center for Army Lessons Learned, "Agribusiness Development Teams in Afghanistan: Tactics, Techniques, and Procedures," *Center for Army Lessons Learned Handbook,* no. 10-10 (Fort Leavenworth, KS: November 2009), 1-2.

[122]Center for Army Lessons Learned, "04-13: OIF CAAT II," https://call2.army.mil/ toc.aspx?document=87 (accessed April 27, 2011), 2.

CA companies. However, due to its location inside the secured "Green Zone," the HACC-Baghdad experienced limited interactions with the local populace. One CA brigade provided support to the corps support command (COSCOM). A fourth brigade supported the HACC-Jordan, supported an area support group in Kuwait, and supported the Marine Force operating in Iraq.

Another planning assumption included capitalizing on the CA brigades' functional specialists. Shortly after the invasion, the multinational coalition created the Coalition Provisional Authority (CPA) as a transitional government, consisting of 25 advisory offices paralleling the major ministries of the Iraqi government, until the establishment of a democratic government. Citing UNSCR 1483 and the laws of war, the CPA vested itself with executive, legislative, and judicial authority over the Iraqi government before transferring sovereign authority for governing Iraq to the Iraqi Interim Government (IIG) on June 28, 2004.[123] Although established as a civilian organization under DoD, few USG agency civilians supported the CPA. The functional specialist within the CACOM and one CA brigade headquarters became a force provider to the CPA and thereby reduced their C2 effectiveness over subordinate CA units. The CPA actively sought staffing assistance due to its lack of personnel. These functional specialists, both individually and collectively, made significant contributions to the overall national effort but their absence from C2 nodes or subordinate units degraded the efforts of CA forces. The CPA perceived these commissioned officers, NCOs, and enlisted Soldiers as indispensable and, subsequently, the CPA resisted efforts by the CACOM and CA brigade to reintegrate them into their organic units. Marginal vertical integration of the functional specialties prevented CA brigades from conducting adequate area, structures, capabilities, organizations people, and events (ASCOPE) assessments.[124]

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[123]Ibid., 4.

[124]Ibid., 4-5.

The administration and reconstruction of Iraq exceeded the capabilities of the CPA and CA forces. As a result, it was necessary for operational commanders to employ assets to engage in administering civil authority functions within their OE. They leveraged assets from division and brigade, such as medical, engineering, and law enforcement to link up and coordinate with their corresponding Iraqi counterpart. For instance, division medical personnel helped to rejuvenate local hospitals and departments of health, engineers assist with public works, and the provost marshal office assisted with police forces. The shortfall of functional specialist caused commanders to adapt and utilize organic personnel with limited or no expertise.[125]

Similar to the CMO conducted during the Vietnam War, Operation Iraqi Freedom (New Dawn) produced the theme of "money as a weapons system" and "projects as a weapon system" to "win the hearts and minds" of the Iraqi population. Under this construct for conducting CMO, the need for educated, skilled, and experienced USAR CA functional specialist began to gain momentum. However, not all USAR CA units possessed civilian acquired skills sets associated with law enforcement, a legal system, economic or business development, municipal planning, or governance.

In 2006, the US Army transferred operational command and control of USACAPOC (A), all USAR CA forces and resources from USASOC to the US Army Reserve Command.[126] Under the plan, USASOC retained proponency for the CA and Psychological Operations branches, including doctrine, combat development, and institutional training. The 95th CA Brigade (Provisional) and the 4th Psychological Operations Group remained assigned to USASOC. This decision enabled the US Army to maximize the effectiveness of these forces by reducing the

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[125]Ibid., 4.

[126]Department of the Army, General Orders No. 12, *Reassignment of United States Army Reserve Civil Affairs and Psychological Operations Organizations from the United States Army Special Operations Command to the United States Army Reserve Command* (Washington, DC: Government Printing Office, October 25, 2006).

number of coordinating headquarters, enabling closer and more direct care for the USAR Soldiers and family members assigned to these units. Additionally, the US Army designated CA as a branch for all Active Army commissioned officers previously identified as functional area specialist to basic branch qualified officers.[127]

Each case study annotated within this monograph provides a moment in the history of the role that CA branch contributed to during US and NATO military operations. Today, civilian expertise remains an overriding requirement in selecting personnel for assignment as a CA functional specialist or generalist. The US Army seeks to capitalize on the unique capabilities of citizen-soldiers who offer high levels of civilian education, skills, and experience. Individual characteristics combined with military operational and planning expertise, allows the US Army, USAR, and USACAPOC (A) to meet strategic aims across the full range of military operations. Qualified, certified, and experienced CA commissioned officers, NCOs, and enlisted Soldiers can support operational commanders achieving operational objectives during a broad spectrum of missions. Going forward, USAR CA functional specialty cells must possess the staff and training to effectively liaison within executive, legislative, and judicial systems in occupied areas or nations emerging from conflict. They will serve critical strategic and operational roles in supporting military operations, particularly during stabilization operations. Maintaining suitable staffing of USAR CA functional specialty cells requires recruiting and retention of qualified individuals possessing accredited licenses or certifications associated with civil functions as described by international and national professional vocational associations, institutions, or organizations.

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[127]Department of the Army, General Orders No. 29, *Establishment of the United States Army Civil Affairs Branch* (Washington, DC: Government Printing Office, January 12, 2007).

Conclusions

Recommendations

There are a few potential remedies for ensuring USAR CA units possess the capacity and capabilities to provide strategic, operational, and tactical commanders with qualified personnel to plan, prepare, execute, and assess CMO. These remedies focus on mandating education requirements; encouraging the pursuit of continued education; recognizing and rewarding civilian educational accomplishments; isolating and targeting civilian professionals and paraprofessionals through recruiting campaigns; and cross-leveling USAR commissioned officers, NCOs, and enlisted Soldiers to fill critical functional specialty cells positions.

One viable remedy to consider is mandating education requirements by encouraging USAR commissioned officers, NCOs, and enlisted Soldiers to pursue bachelor or graduate level degrees in academic curriculums that compliment CA specialty areas. The Post-9/11 GI Bill provides a means and ways for pursuing professional education that can lead to accreditations, certifications, or licenses. The US Army offers professional development education (PDE) programs but they do not address civilian acquired skills or provide a venue for applying such skills. An alternative to establishing a formal PDE program utilized during World War II is the utilization of educational benefits. All commissioned officers, NCOs, and enlisted Soldiers should consider this option, regardless of branch or military occupational skill for self-improvement and better serve the US Army. Conversely, the USAR could initiate a retention program that recognizes and rewards commissioned officers, NCOs, and enlisted Soldiers for obtaining and maintaining specialized professional skills that apply to CA specialties. If a commissioned officer, NCO, or enlisted Soldier possesses civilian acquired education, appropriate certifications or licenses, and experience associated with functional specialty areas then, the USAR should consider providing a stipend for maintaining these characteristics. Another retention option is to grant direct commissions to NCOs or enlisted Soldiers to increase the capacity of functional

specialty cells or eliminate the rigid rank structure associated with functional specialty billets and base assignments on best-qualified individuals.

A second remedy centers on the USAR implementing an isolated recruiting campaign to target highly skilled professionals and paraprofessionals to fill functional specialty cell billets. The US Army Personnel Management System provides specific guidelines for all branches, functional areas, and military occupational skills. Some assignments within specialty branches, functional areas, and military occupational skills require certifications or licenses compatible with civilian sector requirements for vocational placement or hiring. Targeting specific geographic regions and demographic populations is not a new approach for recruiting commands. Developing a recruiting campaign to draw lawyers specializing in international, contractual, or immigration law could assist commanders with populace resource and control. Seeking law enforcement and firefighting administrators, municipal and civic leaders, municipal planners and public works administrators, and engineers certified in civil engineering, structural design, or waste management could improve the efficiency and effectiveness of support to civil administration. The risk to this remedy is that the US Army and USAR would need to consider financial incentives to entice volunteers and re-examine policies on mandatory age limits for service. Many professionals and paraprofessionals enjoy established civilian careers, maturing Families, and potentially served in the military. This could be the most costly remedy to consider.

A third remedy would require cross leveling qualified personnel from other branches, functional areas, and military occupational skills fill CA functional specialist cell billets. This would require identifying personnel for specific tasks, missions, or assignments in a temporary or permanent status and under voluntary or involuntary conditions. As the USAR matures as an operational force, CA will experience more demands to meet strategic aims and operational objectives. Utilizing the talents within the force structure ensures that all commissioned officers, NCOs, and enlisted Soldiers have the opportunity to contribute to the successes of the US Army and USAR. Formalizing, regulating, and controlling CA functional specialty skills to meet the

stringent professional education and training guidelines and qualifications expressed by the American National Standards Institute (ANSI) personnel certification programs[128] and International Accreditation Forum[129] will increase credibility within the operational force.

These remedies may influence the organizational structure of the USAR, specifically, CA units and functional specialty cells. Implementation of any remedy will enhance the capacity, capabilities, and readiness of USAR CA units and functional specialty cells. Any efficient change in the organizational structure or increased operability of USAR CA units could produce effective support to strategic, operational, and tactical commanders during the conduct of civil-military operations.

Conclusion

Based on the ARFORGEN cycle and the desire to identify specialty skills residing in the civilian sector, it is possible that ARNG brigade combat teams or maneuver enhancement brigades could build CA capacity within their force structure to further support full-spectrum operations. The employment of ad hoc small units like agricultural development teams, business development teams, and female engagement teams could lay the foundation for expansion of the CA force and need for additional functional specialist.

It is unlikely that USAJFKSWCS or USACAPOC (A) will relocate or realign USAR CA units within the immediate or distant future to better support GCCs. Any significant relocation of USAR CA units could affect operational readiness due to a decrease in a qualified and available recruiting and retention pool.

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[128]American National Standards Institute (ANSI), Accreditation Services, "Accreditation Program for Personnel Certification Bodies under ANSI/ISO/IEC 17024," https://www.ansica.org/wwwversion2/outside/PERgeneral.asp?menuID=2 (accessed May 7, 2011).

[129]International Accreditation Forum (IAF), Home Page, http://iaf.nu/ (accessed May 7, 2011).

It is unlikely that USAJFKSWCS will make any significant doctrinal changes to organize Active Army CA units with functional specialty capabilities. Any doctrinal change would require an aggressive recruiting plan to attract qualified civilians or the involuntary cross leveling of qualified Active Army personnel or transfer of USAR commissioned officers, NCOs, and enlisted Soldiers to active duty status. Each action would require additional funding from DoD to organize, man, train, and equip Active Army functional specialty cells.

The DoD budgetary constraints could influence the end strength levels of USAR CA forces, and the ability of USAR CA units to conduct training necessary to maintain qualified commissioned officers, NCOs, or enlisted Soldiers possessing civilian skills requiring licenses or certifications. The desired state is to have plan and resource training events that facilitate the expertise of functional specialists and overall readiness of functional specialty cells.

This monograph provided awareness of the strengths, weaknesses, and opportunities for enhancing the capabilities of functional specialist while maintaining capacity of functional specialty cells within USAR CA units under an operational force structure. This monograph offers plausible recommendations for improving the quality, quantity, and effectiveness of functional specialists and functional specialty cells residing within the USAR CA force. Restructuring functional specialty areas and personnel within USAR CA battalions, brigades and commands may provide operational Army commanders with more flexibility to shape OEs.
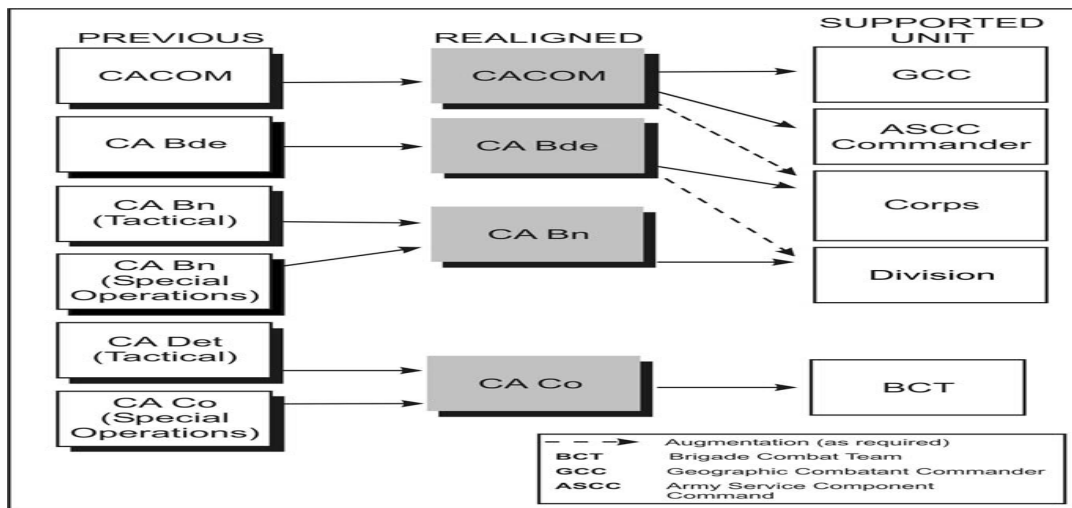
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Appendix A
USAR CA Force Structure
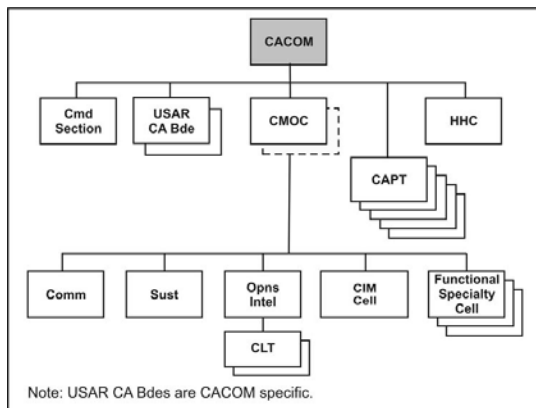

Figure 1: Conventional CA USAR support model
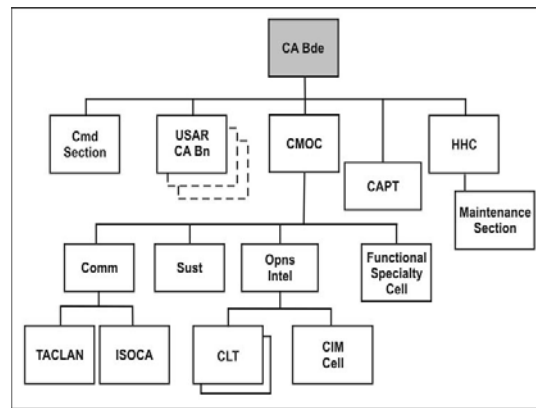

Figure 2: USAR CA command structure
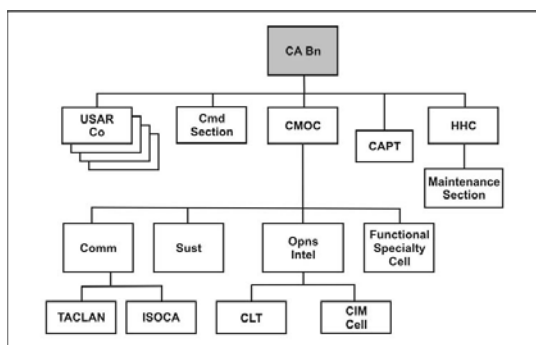

Figure 3 USAR CA brigade structure

Figure 4: USAR CA battalion structure

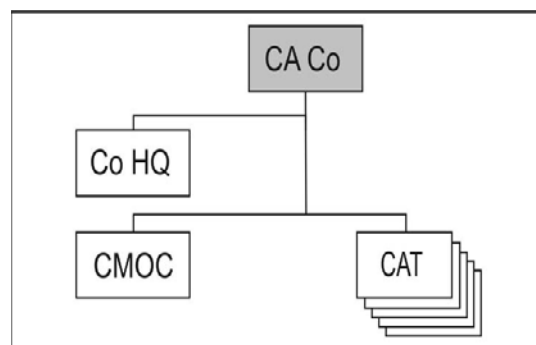**Figure 5: USAR CA company structure**

Source: Department of the Army, FM 3-05.40, 2-2, 2-5, 2-16, 2-20, 2-22.

Appendix B
Core Missions of Civil Affairs Tasks

CA core tasks are primary tasks that CA forces are fully capable of planning, supporting, executing, or transitioning through, with, or by outside factors to mitigate or defeat civil threats. All CA core tasks support CMO. They embrace the relationship of military forces with the civil component, including IGOs, NGOs, and indigenous populations and institutions (IPI) in areas where military forces are present. CAO may also involve the application of CA expertise in areas normally the responsibility of the civilian government. CA forces offer an additive and unique capability for the supported commander to achieve desired objectives.

POPULACE AND RESOURCES CONTROL (PRC) operations consist of two distinct components: populace control and resources control. An indigenous civil government normally defines and enforces these controls during times of civil or military emergency. For practical and security reasons, military forces employ various PRC measures in conjunction with FSO. Populace control provides security for the populace, mobilizes human resources, denies personnel to the enemy, and detects and reduces the effectiveness of enemy agents. Populace control measures include curfews, movement restrictions, travel permits, registration cards, and relocation of the population. Displaced civilian operations and noncombatant evacuation operations are two special categories of populace control. Resources control regulates the movement or consumption of materiel resources, mobilizes materiel resources, and denies materiel to the enemy. Resources control measures include licensing, regulations or guidelines, checkpoints or roadblocks, ration controls, amnesty programs, and inspection of facilities.

FOREIGN HUMANITARIAN ASSISTANCE (FHA) programs relieve or reduce the results of natural or man-made disasters or other endemic conditions such as human pain, disease, hunger, or privation that might present a serious threat to life or that can result in great damage to or loss of property. US forces provide limited FHA outside the US, its territories, and possessions to supplement or complement the efforts of the host nation (HN) civil authorities and IGOs that may have the primary responsibility for providing FHA. Examples of disasters include hurricanes, earthquakes, floods, oil spills, famine, disease, civil conflicts, terrorist incidents, and incidents involving weapons of mass destruction.

CIVIL INFORMATION MANAGEMENT (CIM) operations develop data and information with relation to civil areas, structures, capabilities, organizations, people, and events, within the civil component of the commander's OE for fusion or processing to increase DoD/Interagency/IGO/NGO/IPI situational awareness, situational understanding, or situational dominance.

NATION ASSISTANCE (NA) is civil or military assistance (other than FHA) rendered to a nation by US forces within that nation's territory during peacetime, crises or emergencies, or war based on agreements mutually concluded between the US and that nation. NA operations support a HN by promoting sustainable development and growth of responsive institutions. The goal is to promote long-term regional stability. NA programs often include, but are not limited to, security assistance, foreign internal defense, 10 USC (DoD) programs, and activities performed on a reimbursable basis by federal agencies or IGOs. All NA operations are usually coordinated with the US Ambassador through the US Country Team.

SUPPORT to CIVIL ADMINISTRATION (SCA) operations assist with stabilizing or continuing operations of the governing body or civil structure of a foreign country, whether by assisting an established government or by establishing military authority over an occupied population. SCA occurs most often in stability operations or manifested in the other core tasks: PRC, FHA, and NA.

Source: Department of the Army, FM 3-05.40, 3-1 to 3-18.

Appendix C
Civil Affairs Functional Specialty Areas
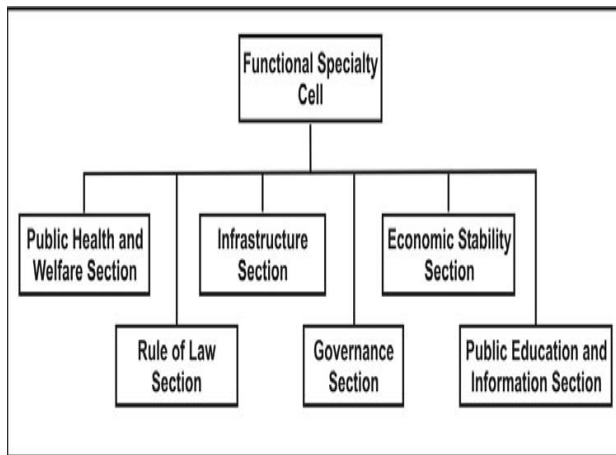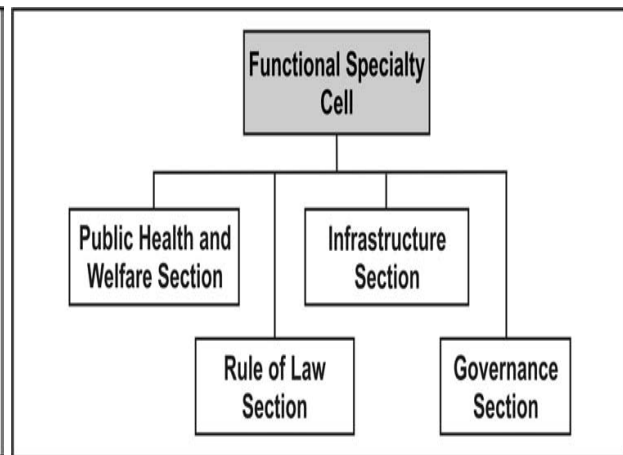

Figure 6. CACOM functional specialty cell

Figure 7, Brigade and Battalion functional specialty cell

The Rule of Law (RoL) Section creates security and stability for the civilian population by restoring and enhancing the effective and fair administration and enforcement of justice. RoL operations are of great importance in stability operations and significant in the immediate aftermath of MCO, when it is imperative to restore order to the civilian population and when military operations disrupt the routine administration of the society. The RoL Section and the Governance Section must synchronize and coordinate efforts to restore, reform, and assist the court and legal systems and to restore, reform and assist the public safety system. The RoL Section may include judge advocate personnel with extensive training in international law, comparative law, and human rights law assigned or attached to a CA organization, by CA specialists with a background in law enforcement or public safety, and others with backgrounds in judicial administration, corrections, and other relevant areas. RoL Section personnel typically work with an interagency, international, or other group carrying out RoL operations.

The Economic Stability Section (ECON) consists of functional specialists in economic fields and business administration to provide technical expertise, staff advice, and planning assistance to the supported command. ECON assesses government, corporate, and private resources and systems to determine how to assist in the efficient management of resources, goods, and services to enhance the viability of the society's economic system. ECON provides recommendations and, when appropriate, directions to maintain, sustain, and improve economic systems and services. Some skills found in ECON include economists, bankers, supply technicians, business administrators, entrepreneurs, agriculturalists/farmers, food specialists and technicians, marketing and distribution specialists, and other officer and enlisted personnel whose civilian skills make them suitable for improving a nation's economic system.

The Infrastructure Section consists of functional specialists in public works, transportation, utilities, and communications to provide technical expertise, staff advice, and planning assistance to the supported command. The section assesses the indigenous public infrastructure and systems to determine methods to design, build, and maintain the organizations, the architecture, and the systems required to support transportation, water, communications, and power. The Infrastructure Section provides recommendations and, when appropriate, directions to maintain, sustain, and improve the indigenous public systems and services, such as transportation, utilities, and postal systems. Some skills required in this section include engineers (civil, mechanical, electrical, and environmental); water and sewer specialists; electrical service specialists and administrators; road construction, telephone, radio, and television specialists; and other

officers and enlisted personnel whose civilian skills make them suitable for improving a nation's basic infrastructure.

The Governance Section consists of functional specialists in public administration and services to provide technical expertise, staff advice, and planning assistance to the supported command in creating, resourcing, managing, and sustaining the institutions and processes through which a society governs, protects, and prospers. Some skills required in this section include public administrators, public safety administrators and managers, environmental administrators and managers, and other administrators whose civilian duties include upper level management of any public institutions at various levels (city/county/local/state/federal).

The Public Health and Welfare Section consists of functional specialists in public health and medical services to provide technical expertise, staff advice, and planning assistance to the supported command in creating, resourcing, managing, and sustaining the institutions and processes through which a society maintains the physical, mental and social health of its people. Some skills required in this section include doctors, dentists, hospital administrators, nurses, public health specialists, environmental scientists and specialists, museum curators, archivists, and others whose civilian duties include health and welfare management in addition to arts, monuments, and archives.

The Public Education and Information Section consist of functional specialists in education and information services to provide technical expertise, staff advice, and planning assistance to the supported command in designing, resourcing, and implementing public education and information programs and systems through media and formal education institutions. Some skills required in this section include educators at all levels, education specialists, school administrators, public relations personnel, media specialists, and others whose civilian duties include education and information management.

Source: Department of the Army, FM 3-05.40, 2-7 to 2-14, 2-15, 2-20.

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